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Following an earlier study of public libraries in Pennsylvania, issued in 1958, this "re-survey" has two purposes: (1) to determine the extent to which the 1958 Pennsylvania library program has been achieved and (2) to propose a revised or new Pennsylvania library program. The basis for the study is 1965-66 data which was obtained from annual reports, field visits to district-center libraries, regional resource centers and a sample of local libraries, interviews, and questionnaires sent to users. Findings show that there has been both qualitative and quantitative growth and that many librarians, trustees and legislators are committed to the existing plan. However, state financial support has just recently reached the specified level and Pennsylvania libraries are not realizing their full potential. Proposals for improvement introduce new concepts in the governmental and tax base for public libraries, in the structure of library service in sparsely settled districts and metropolitan areas, in the State Library's regulatory role, and in relations between libraries and among types of libraries. Immediate steps call for a coordinated public information campaign, intensified library planning using this report as a starting point, preparation for seeking new legislation with a concurrent review of Pennsylvania library laws, and a periodic evaluation of progress and problems by the State Library. (JB)

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A RE-SURVEY

by LOWELL A. MARTIN

PENNSYLVANIA STATE LIBRARY
MONOGRAPH No. 6

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NOTE

Mr. Ernest E. Doerschuk, Jr., State Librarian, and the staff of the Pennsylvania State Library gave unstintingly and constructively of their time and professional insight throughout the study.

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PROGRESS AND PROBLEMS OF PENNSYLVANIA LIBRARIES

A RE-SURVEY

by LOWELL A. MARTIN

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Harrisburg 1967

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PREFACE

An earlier study of public libraries in Pennsylvania was issued in 1958, based on information for 1956 and 1957. The present report is based upon 1965-66 data. The two thus provide a review of library conditions in Pennsylvania over an interval of almost a decade.

It takes temerity enough to presume to tell a state—a whole state—what it should do about its libraries. But to come back a second time and pronounce again suggests a lack of proper modesty and proportion.

However, there is a point of honor involved. Say a friend flatters you by asking your advice, and in a glow of pride you respond. To your surprise, he acts upon the advice. Worse yet, he does not leave well enough alone, but comes back after some time and asks how well he is doing now that he followed your suggestions. To refuse would imply that you had little faith in your earlier advice.

That is how this re-survey came about—a second request that could not in good faith be turned down, plus a measure of professional curiosity as to just what really happens and does not happen when the recommendations of a statewide survey are followed.

Now that the second study is done, I do not feel too disappointed with the earlier report as such. It had gaps and ambiguities and downright mistakes, but it evidently also had some valid proposals. In retrospect it seems to have been close to the reality of its time.

But what does strike one coming back after almost a decade is the failure of the earlier work to look very far ahead, to see at all clearly the changes coming in the ten years after it was prepared. The 1958 report on Pennsylvania libraries was appropriate for its time, give or take a few misguided notions included in it. It is patently not right for 1967 or the 1970's. The problem of a surveyor is not so much to suggest activity that will improve the situation today but to propose lines of action that will be valid some years hence.

This time I have tried to look further ahead—into a decade when the average age of Americans will decline to the mid-20's, when many communities will have typical educational achievement of adults at the college level, when electronic devices will fundamentally alter the relationship between author and reader and between seekers of knowledge and the sources of knowledge—and I can only confess that the glass once again is cloudy. Every proposal in this document should be reviewed with skepticism a few years hence when we get further into a period which no one can now see fully.

LOWELL A. MARTIN

April 1967

I. INTRODUCTION

It is indicative that the Pennsylvania State Library commissioned a re-study of public library service in the State only five years after legislation for a new program was passed. Many practical reasons could have been found for simply staying with the existing plan and plugging away at day-to-day operations. But the State Librarian and the Governor's Council on Library Development were neither complacent about recent accomplishments nor unmindful of a changing environment for library service.

The present "1967 Re-survey" has two essential purposes:

To determine the extent to which the 1958 Pennsylvania library program has been achieved

To propose a revised or new program to meet present and emerging library needs in the Commonwealth

The second purpose is more important than the first. A 1958 plan is not necessarily right for 1967 nor for the 1970's.

The present report is built around the major shortcomings of public library service in Pennsylvania as found in the 1958 study. These basic elements of library service still apply in 1967, but data gathered for this study show that emphasis and priority should be adjusted in building for the period ahead. An early chapter summarizes developments, recent and projected, in the economic, educational and cultural life of Pennsylvania, which together alter the environment for library service.

As each element of the Pennsylvania library program is analyzed and appraised, proposed lines of future action are set forth. Eighty-five recommendations are thus developed, and comprise a program for the next ten years. A final chapter suggests priorities and strategies in getting the program moving.

Sources of Data

The basic data were obtained from the unusually complete annual report form used for libraries in Pennsylvania, a 12-page form which was developed and applied as an outgrowth of the 1958 survey. Completed forms were obtained from 389 of the 428 public libraries identified in Pennsylvania (91 percent of the total). These were for the calendar year 1965 or the fiscal year ending up to July 1, 1966.

Field visits were made to all district-center libraries, to the four regional resource centers, and to a sample of 160 local libraries. Some of the local libraries were "bunched" within selected districts, in order to get relatively complete coverage in sample areas, while others were spread out to include the various parts of the state. The visits to the district centers were more extensive than to the local units, and included the following steps:

1. Completion of a 40-point observation schedule
2. Checking of a list of 318 reference titles
3. Checking of a list of 359 periodical titles
4. Checking of nine subject lists with a total of 258 recent titles, on Child Development, Modern Drama, Educational Trends, Great Society Programs, Homes and Gardens, Man in Space, Population Crisis, Religious Issues, and Southeast Asia
5. Determination in some district centers of how many of the titles held could actually be found in the library at the time of the visit
6. Administration of a reference performance test based on actual patron inquiries

Some districts, both the center and selected local libraries, were revisited in connection with two supplementary field studies: on educational services of libraries, and on inter-library loan. A separate study was made of the library trainee plan. This special project, as well as the field work on educational services, was under the direction of Dorothy Bendix of the faculty of the Drexel Institute of Technology and also a member (in a special combination appointment) of the State Library staff.

As the survey progressed it became apparent that one of the assumptions of the 1958 report, that subject and student readers would travel up to one hour to use strong service points in the form of district-center libraries, needed careful objective test. A supplementary grant was made by the State Library for this purpose, and the study was conducted by Thomas Shaughnessy, doctoral candidate at Rutgers University and a former staff member of the Pennsylvania State Library. Ten district centers were selected, users completed 5,727 questionnaires over a two-week sample period, the questionnaires being supplemented by interviews in both district and local libraries; the study was so handled that over 90 percent of users during the sample period completed the question form.

These are the several sources of data used, which led to extensive tabulations. Where they served to document points made, tables are included within the body of this report. The more extensive tabulations have been deposited with the Pennsylvania State Library, along with copies of question forms and checklists.

Several recent and concurrent studies have further extended the background available for the current project. There was a study of internal organization of the State Library by a management group in 1965.[1] A resources study of Western Pennsylvania was completed in 1966.[2] A former State Librarian recently completed an analysis of cooperation among college, university and special libraries.[3] The Board of Regional Library Resource Centers sponsored a survey of subject resources in the four regional centers by Ralph W. McComb, University Librarian for Resource Development, Pennsylvania State University, which was seen in draft form.[4] A thorough analysis was made of the feasibility of centralized processing in Southeastern Pennsylvania.[5] Audio-visual resources and programs were surveyed.[6] And a general "social impact" study was commissioned from Pennsylvania State University.[7]

The 1958 Report

The earlier report on public-library service in Pennsylvania documented various basic shortcomings, which will be used as the structure for the present study:

1. 2,161,000 Pennsylvanians (19.6 percent of the total population) lacked local public-library facilities of any kind. The 29 county libraries, promoted in the 1930's and the 1940's as a means for extending service, stood below both the small-town libraries and the larger-city libraries in support and resources.
2. Two-thirds of the 367 public libraries were small and weak (in the stage of "the one-room school") with no professional staff, less than $1.00 per capita support per year, and fewer than 1,000 new books acquired annually. The many small libraries functioned alone and in isolation, without the benefit of improvements and economies possible in coordinated action with other libraries.
3. Inter-library loan of materials, while it existed and was centered in the State Library, was limited primarily to fairly routine titles and stopped at the State Library even when materials were specialized and not in the state collection.
4. Outside of Philadelphia and Pittsburgh, 87 percent of the remaining residents of Pennsylvania could not get to a subject collection of any strength or to a service staff of professional librarians, even if they were to travel for an hour or more in the effort to do so.
5. The service programs of even the well-established libraries lacked focus and impact; while they theoretically provided such services as (1) materials for continuing cultural education, (2) resources for informed citizenship, and (3) information for practical business and personal affairs, in actuality only a small number of people used them for such purposes and the effect of the library on the community appeared to be minimal.
6. There was no plan for building up and providing access to the specialized and research library resources which a progressive state needs if its business, industrial, educational and cultural life is to be sustained.
7. Active leadership for improvement of libraries was lacking—on the part of most librarians themselves, of library trustees, and of government officials and the population as a whole.
8. The State Library was ineffective, in its own collection, in its field work, and in its overall program for the State—and the Pennsylvania Department of Public Instruction took only marginal interest in books and libraries either for students or for citizens-at-large.
9. Financial support provided for public libraries was half or less than half that in any of the surrounding states of New York, New Jersey, Maryland, or Ohio.
10. No plan existed for getting and for effectively utilizing the personnel needed to carry out a library program, whether by recruiting, training, or certification.
11. Many library buildings were small and obsolete, not able to handle properly the service demands then placed upon them, much less to house any expansion of service.

A new Library Code was passed by the state legislature in 1961, setting forth the program of library development outlined in the 1958 report. Approximately one-fourth of the recommended annual state funds for implementing the program were provided in 1961, the sum being stepped up progressively in the years since, achieving the full amount for the first time in 1966. In 1962 a supplementary study was commissioned to verify and where necessary modify the district boundaries originally recommended.[8]

There have thus been five years of effort under the 1961 Library Code, with availability of at least part of the money specified. Now the question is what has been accomplished, in accessibility, structure, and quality of library service. More pointedly, where has the program lagged or failed—and what can or should be done about it? Has it met the needs of the 1960's? More important, what should be done for the 1970's?

---

[1] Nelson Associates. *A Reorganization Plan for the Pennsylvania State Library.* 1965.

[2] Maurice F. Tauber and Irlene R. Stephens. *The Resources, Operations and Services of Libraries in Western Pennsylvania.* 1966.

[3] Ralph Blasingame. *Feasibility of Cooperation for Exchange of Resources Among Academic and Special Libraries in Pennsylvania.* 1967.

[4] Ralph W. McComb. *Guide to the Resources of the Regional Resource Centers of Pennsylvania.* 1966.

[5] Sarah K. Vann. *Southeastern Pennsylvania Processing Center Feasibility Study.* 1966.

[6] Harold Goldstein. *A Strengthened Audiovisual Program for Pennsylvania.* 1965.

[7] William R. Monat and others. *Study of the Impact of Library Services in the Medium-Sized City.* 1966.

[8] Kenneth E. Beasley. *A Study and Recommendations of Library Districts for Pennsylvania.* Pennsylvania State University, 1962.

The Present Report in Relation to the 1958 Survey

The approach in this study was first to consider whether the plan embodied in the 1958 report and the 1961 legislation should be retained at all. Or if a completely fresh start is not indicated, does the plan need fundamental redirection or reorientation?

On purely pragmatic grounds the tendency was towards building on or modifying the existing program, rather than wiping the slate entirely clean and starting fresh, if the evidence shows that there has been any significant degree of progress. The data do show both quantitative and qualitative growth: 900,000 more people have service; some local libraries have drawn strength from being tied into district and state resources; people go to district centers for materials and services they cannot get locally; four regional strongpoints stand behind the many outlets over the State. In a sentence, more people are getting more books of more value. Beyond that the evidence shows a commitment and a dedication to the existing plan on the part of many librarians, trustees and even legislators, which point toward continuing momentum. Finally, it is clear that the state money has not been up to the specified level until this year, so that in any case the plan has not been fully tested.

Essentially this report proposes a pushing forward in the direction already marked out. Many of the proposals made here are designed to "tighten up" the existing structure, to improve quality on the base already laid, and to extend benefits enjoyed by some libraries and communities to more of the State.

At the same time the situation calls for more than minor tinkering with the 1961 Library Code. While there has been progress at some points, there has been little if any development at others of equal importance, as the analysis will show. In some phases of the program, although forward motion started a few years ago, the wheels are now spinning. One library is visibly transformed by the plan; the next one down the road is almost precisely the same as in 1958. Pennsylvania libraries are by no means realizing their potential, nor are Pennsylvanians getting full return from the libraries they support. And a new decade will be with us shortly after additional legislation can be passed.

The present report therefore introduces some new concepts, particularly in the governmental and tax base for public libraries, in the structure of library service in the more sparsely-settled districts and in metropolitan areas, in the regulatory role of the State Library, in relations between libraries and among types of libraries—and in general in the quality of library service which Pennsylvania now needs.

II. THE CHANGING ENVIRONMENT FOR LIBRARY SERVICE IN PENNSYLVANIA

As background for the present study, it will be useful to think of three sets of converging factors that together provide the setting for library service in Pennsylvania now and in the predictable future:

1. trends in population, economic growth, and education
2. emerging demands on libraries
3. changing organization and methods of library service

Population[1]

Overall the population of Pennsylvania increased 6.1 percent between 1940 and 1950, and 7.8 percent between 1950 and 1960. This is distinctly below the 15-18 percent increase by decades for the United States as a whole. The growth rate in Pennsylvania as between 1960 and 1970 is estimated to be down to 3 percent for the decade, while the United States continues close to the 15 percent rate. Pennsylvania is not growing as rapidly as many parts of the country, and the growth rate has slowed down further during the 1960's.

Predictions of the State Planning Board, using growth rates somewhere between those of the 1950's and the 1960's, give the following estimates to 1980. There is some indication that unless out-migration trends are reversed, these figures may be on the high side.

1950 actual	10,498,012
1960 actual	11,319,366
1965 estimated	11,756,349
1970 predicted	12,262,662
1975 predicted	12,878,950
1980 predicted	13,207,935

It would be a mistake to think of the modest present and predicted increase as evenly spread over the State. Of 67 counties, 23 declined in population between 1950 and 1960, and 24 are expected to decline between 1960 and 1970. The latter are italicized in Table I, which shows population projections by county to 1980.

Starting with the basic question of number of people, and also for other aspects of social and economic development in Pennsylvania, it it useful to think of four distinct types of areas, as shown on the attached map (Figure 1):

1. the two large cities at either end of the State
2. the densely-populated suburban areas around these cities
3. the combined country-town-city districts in the southeast and the northwest
4. the broad mountainous and sparsely-populated diagonal starting in the northeast, crossing the center of the state above Harrisburg, and extending west and south below Pittsburgh

Population predictions contrast in these four areas: the large cities may about hold their own (although they lost in population between 1950 and 1960), the suburban areas will grow substantially (the section around Philadelphia more than that around Pittsburgh), the city-town-country districts are expected to grow moderately (very moderately), and the wide mountainous diagonal to lose population. In other words, the sparse areas will become more depleted and the dense areas more crowded.

This serves to highlight several problem areas needing special attention for future library planning: the broad sparsely-settled diagonal across the State, the impacted suburban sections around the large cities, and the many areas that will remain stationary or decline in population.

Pennsylvania will share with other parts of the United States a decline in the average age of adults during the 1970's. During the decade the median age will move down to approximately 26 years. Any institution planning its future must think in terms of a younger population, which in part means a population not committed to established agencies and traditions. When this quality is combined with a higher educational level, and a higher income level, it is clear that the library clientele of the future will be more demanding in the services it seeks and more able to pay for what it wants. The kind of young, educated, and affluent adult population which will increasingly appear in these next years is something new under the sun, and provides at once an opportunity and a challenge to libraries.

This could be the golden age for libraries, but the golden age will not happen automatically. Libraries must prepare and adjust, reaching out to the period ahead, or the opportunity will be grasped by other agencies and sources, while the library as we have known it is pushed aside into a backwater.

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[1] *The Population of Pennsylvania; Projections to 1980*, Pennsylvania State Planning Board, 1963;
Regional Development Reconnaissance Series. Pennsylvania State Planning Board, 1965.

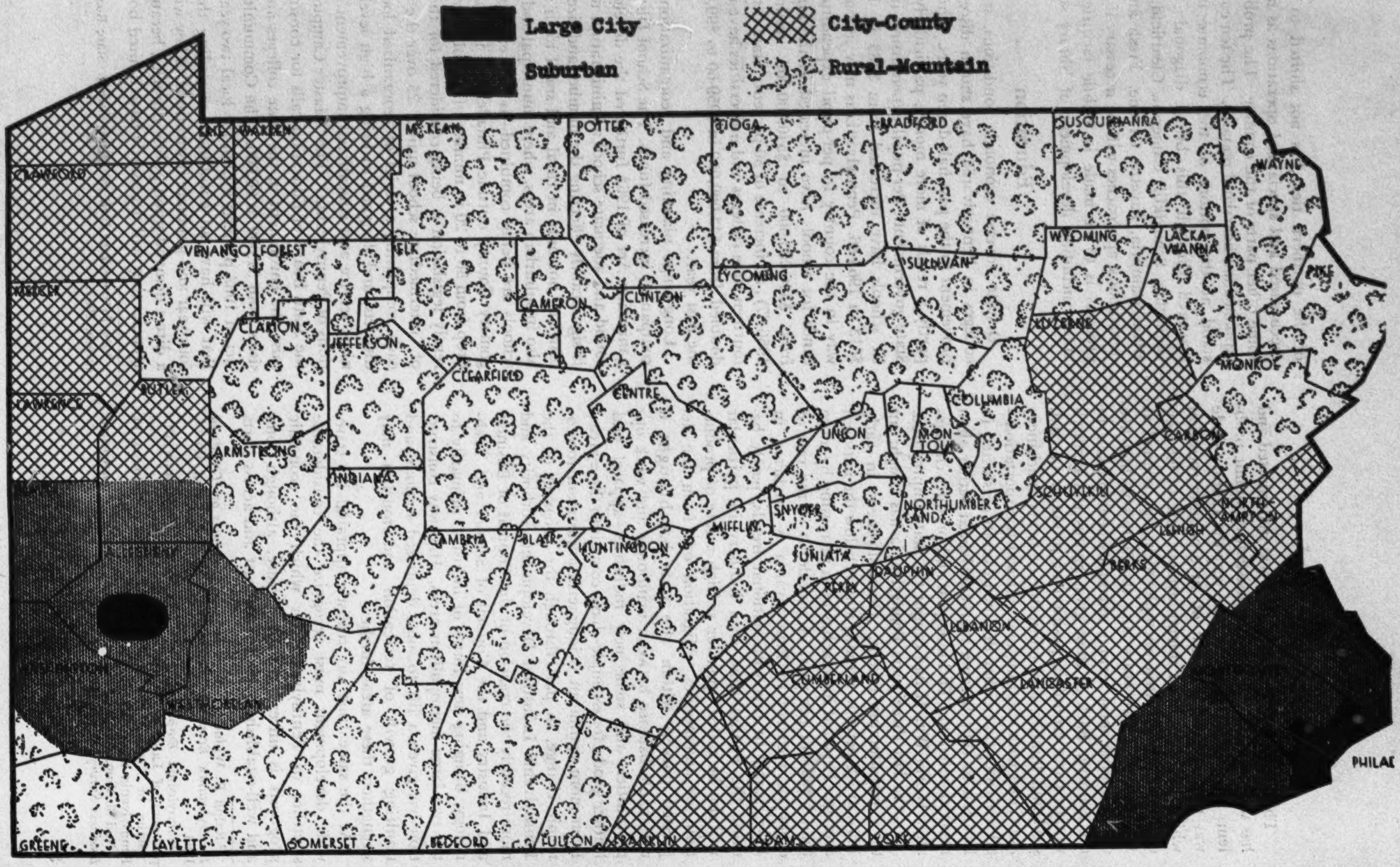
Table 1. *Population Growth by Counties with Projections to 1980*

COUNTIES	1930	1940	1950	1960	1970	1980
State Total	9,631,350	9,900,180	10,498,012	11,319,366	12,262,662	13,596,804
Adams	37,128	39,435	44,197	51,906	64,072	79,479
Allegheny	1,374,410	1,411,539	1,515,237	1,628,587	1,729,323	1,861,043
Armstrong	79,298	81,087	80,842	*79,524*	*76,646*	73,247
Beaver	149,062	156,754	175,192	206,948	232,767	256,586
Bedford	37,309	40,809	40,775	42,451	43,753	44,888
Berks	231,717	241,884	255,740	275,414	294,678	316,946
Blair	139,840	140,358	139,514	*137,270*	*134,673*	129,658
Bradford	49,039	50,615	51,722	54,925	58,466	62,770
Bucks	96,727	107,715	144,620	308,567	473,663	721,197
Butler	80,480	87,590	97,320	114,639	134,514	160,076
Cambria	203,146	213,459	209,541	*203,283*	*193,609*	182,951
Cameron	5,307	6,852	7,023	*7,586*	*7,100*	6,624
Carbon	63,380	61,735	57,558	*52,889*	*49,645*	45,474
Centre	46,294	52,608	65,922	78,580	89,449	101,702
Chester	126,629	135,626	159,141	210,608	280,402	381,996
Clarion	34,531	38,410	38,344	*37,408*	*36,630*	35,714
Clearfield	86,727	92,094	85,957	*81,534*	*75,897*	69,698
Clinton	32,319	34,557	36,532	37,619	38,468	39,074
Columbia	48,803	51,413	53,460	*53,489*	*53,331*	52,082
Crawford	62,980	71,644	78,948	*77,956*	*77,364*	76,916
Cumberland	68,236	74,806	94,457	124,816	167,633	228,840
Dauphin	165,231	177,410	197,784	220,255	246,760	283,909
Delaware	280,264	310,756	414,234	553,154	687,207	840,833
Elk	33,431	34,443	34,503	37,328	39,407	41,559
Erie	175,277	180,889	219,388	250,682	288,320	346,114
Fayette	198,542	200,999	189,899	*169,340*	*148,788*	129,781
Forest	5,180	5,791	4,944	*4,485*	*4,407*	4,160
Franklin	65,010	69,378	75,927	88,172	97,331	106,305
Fulton	9,231	10,673	10,387	10,597	10,939	11,263
Greene	41,767	44,671	45,394	*39,424*	*34,244*	28,871
Huntingdon	39,021	41,836	40,872	*39,457*	*38,025*	36,136
Indiana	75,395	79,854	77,106	*75,366*	*73,731*	71,625
Jefferson	52,114	54,090	49,147	*46,792*	*43,264*	39,346
Juniata	14,325	15,373	15,243	15,874	16,612	17,383
Lackawanna	310,397	301,243	257,396	*234,531*	*233,335*	225,668
Lancaster	196,882	212,504	234,717	278,359	320,508	370,617
Lawrence	97,258	96,877	105,120	112,965	120,804	130,803
Lebanon	67,103	72,641	81,683	90,853	96,782	101,274
Lehigh	172,893	177,533	198,207	227,536	257,584	293,602
Luzerne	445,109	441,518	392,241	*346.972*	*325,094*	294,679
Lycoming	93,421	93,633	101,249	109,367	117,436	127,622
McKean	55,167	56,673	56,607	*54,517*	*54,499*	53,866
Mercer	99,246	101,039	111,954	127,519	145,682	169,008
Mifflin	40,335	42,993	43,691	44.348	44,515	44,368
Monroe	28,286	29,802	33,773	39,567	46,739	55,301
Montgomery	265,804	289,247	353,068	516,682	652,966	814,053
Montour	14,517	15,466	16,001	16,730	18,326	20,106
Northampton	169,304	168,959	185,243	201.412	216,781	233,662
Northumberland	128,504	126,887	117,115	*104,138*	*97,316*	88,974
Perry	21,744	23,213	24,782	26,582	27,385	27,765
Philadelphia	1,950,961	1,931,334	2,071,605	2,002,512	2,008,676	2,139,836
Pike	7,483	7,452	8,425	9,158	10,569	11,617
Potter	17,489	18,201	16,810	*16.483*	*16,216*	16,147
Schuylkill	235,505	228,331	200,577	*173,027*	*147,277*	119,104
Snyder	18,836	20.208	22,912	25,922	29,060	32,604
Somerset	80,764	84.957	81,813	*77,450*	*75,903*	73,546
Sullivan	7,499	7.504	6,745	*6,251*	*5,767*	5,151
Susquehanna	33,806	33,893	31,970	33,137	34,318	35,663
Tioga	31,871	35,004	35,474	36,614	39,243	41,544
Union	17,468	20,427	23,150	25,646	29,604	34,023
Venango	63,226	63,958	65,328	*65,295*	*64,739*	64,449
Warren	41,453	42,789	42,698	45,582	48,633	52,360
Washington	204,802	210,852	209,628	217,271	221,430	224,923
Wayne	28,420	29,934	28,478	28,237	29,731	30,933
Westmoreland	294,995	303,411	313,179	352,629	387,636	427,260
Wyoming	15,517	16,702	16,766	16.813	17,100	17.130
York	167,135	178,022	202,737	238,336	279,890	334,900

Source: **1930-1960, United States Census**
1970, 1980, *The Population of Pennsylvania: Projections to 1980,* Pennsylvania State Planning Board

FIGURE 1

POPULATION AREAS IN PENNSYLVANIA


Large City
Suburban
City-County
Rural-Mountain
ERIE
WARREN
McKEAN
POTTER
TIOGA
BRADFORD
SUSQUEHANNA
WAYNE
CRAWFORD
VENANGO
FOREST
ELK
CAMERON
CLINTON
LYCOMING
SULLIVAN
WYOMING
LACKAWANNA
PIKE
MERCER
CLARION
JEFFERSON
CLEARFIELD
CENTRE
UNION
MONTOUR
COLUMBIA
LUZERNE
MONROE
LAWRENCE
BUTLER
ARMSTRONG
INDIANA
SNYDER
NORTHUMBERLAND
SCHUYLKILL
CARBON
NORTHAMPTON
LEHIGH
ALLEGHENY
CAMBRIA
BLAIR
HUNTINGDON
MIFFLIN
JUNIATA
PERRY
DAUPHIN
BERKS
LEBANON
WASHINGTON
WESTMORELAND
CUMBERLAND
LANCASTER
PHILAD
GREENE
FAYETTE
SOMERSET
BEDFORD
FULTON
FRANKLIN
ADAMS
YORK

Economic Base[2]

The Pennsylvania library plan was inaugurated and has developed in the face of persistent economic problems in the State. In 1961 (the year the Library Code was passed), in the midst of an economic recession which saw a national unemployment rate of 6.8 percent, the Pennsylvania unemployment figure stood at 11.7 percent. Two years later the State still had five of the eleven most serious unemployment pockets in the country. Back of these grim figures was Pennsylvania's basic economic position of producer of coal, steel and lumber, and fabricator of heavy machinery associated with shipping and railroad transportation—all activities that either declined overall or shifted in location as they became market-oriented rather than resource-oriented. Technological and product changes after World War II had caught the State unprepared.

In the last three years Pennsylvania has caught up to a considerable extent. Unemployment in early 1967, at 3.2 percent, actually stands below the national average. Personal income has been increasing by more than 5 percent per year. A slow-down in the rate of economic recovery in Pennsylvania is predicted in 1967, partly in line with national trends, partly because the Pennsylvania steel industry in particular will not be called upon for as high a rate of production for automobiles. Migration out from the depressed pockets within the state has brought a reasonable balance between manpower and work opportunities, and some new industries—apparel and leather goods, for example—have come into these areas. Even more significant is long-term adjustment to economic change, in part through the program of the Pennsylvania Industrial Development Authority and more recently the creation of the Council of Business and Industry and the Council of Science and Technology, bringing new forms of industry, primarily to the two large metropolitan areas. Highway construction has given a lift to some depressed sections, and resulting growth of recreation and tourism may strengthen these areas further.

At the same time any realistic appraisal for statewide development must recognize the considerable stretches of Pennsylvania for which the economic prognosis is uncertain. Agriculture, although long and well-established in the southeast and across parts of the northern tier, has not shifted to large-scale mechanized and specialized operations as much as in some other parts of the country. The problem of the Appalachian heartland remains. The ten counties that stand at the bottom of the economic indices are scattered through this broad diagonal: Wyoming, Columbia, Schuylkill, Cameron, Clearfield, Jefferson, Blair, Cambria, Fayette, Greene. Fresh and perhaps unorthodox approaches will be necessary if significant progress is to be made in public facilities in these areas, including development of library service.

Education

Despite adverse economic conditions, schools and colleges in Pennsylvania have shown discernible improvement in the past half-dozen years. This has been partly a result of more money, particularly from the State government. Per-pupil expenditures in the public schools have increased from $483 in 1959-60 to $613 in 1965-66. Pennsylvania is now just about midway in the country in per-pupil expenditures. *State* funds for schools have increased in the same period from $346,000,000 to $540,000,000 (estimated for 1966-67), an increase of 50 percent. State funds for the fourteen state colleges and universities have more than doubled, from $43,000,000 in 1959-60 to $99,000,000 in the past year.

Long-range planning and reorganization have accompanied increased funds. The School District Reorganization Act of 1963 furthered the development of sound and adequate school administration units. This is significantly affecting the number and size of school districts, not only in rural and small town areas, but also in suburban areas, where municipal and township schools are being combined—as one example, Montgomery County outside Philadelphia is scheduled to drop from 56 to 20 in number of school districts. Currently legislation is being considered for the creation of "intermediate school units," 25 over the State and each comprising a series of reorganized local school districts, and designed to bring a high level of planning, service and educational improvement to all sections of Pennsylvania.[3] The "Master Campus Plan" of the State Board of Education calls for construction to raise the enrollment in the state colleges and universities from 31,000 to 60,000. The Community College Act of 1963 projects a plan for local two-year colleges that will have an enrollment exceeding that in the four-year and graduate institutions. They will lead to a direct demand upon public libraries, because as new agencies they will necessarily have limited book collections for many years, and in any event the students will be commuters and will seek out needed resources in their home communities.

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[2] Ralph R. Widner. *Preliminary Considerations on Trends in Pennsylvania's Economy.* Pennsylvania State Planning Board, 1963.

Pennsylvania Employment and Earnings. Pennsylvania Department of Labor and Industry, 1966.

Series of *Regional Development Reconnaissance Studies* of Pennsylvania State Planning Board, 1965.

Ned Shilling. "Pennsylvania's Economy in 1967", *Pennsylvania Business Survey,* December, 1966, pages 6-7.

[3] *An Intermediate Unit for Pennsylvania.* State Board of Education, 1967.

Growth in school libraries in Pennsylvania has been a notable achievement since 1960. At the time of the 1958 study, school libraries were at a most retarded state in the commonwealth. No clear policy or standards for this part of the school establishment existed in the Department of Public Instruction, and one staff member gave part-time attention to this whole area. Today a state office for school libraries exists, with branch units in Philadelphia and Pittsburgh. School libraries were "mandated" in 1964—that is, required as part of a school program qualifying for state funds. Currently there are 2,446 distinct library rooms in public schools, as compared with approximately 1,100 at the time of the 1958 study, and 1,281 school librarians, as compared with approximately 700 eight years ago.

It is worth noting that there are now more trained librarians in schools than in public libraries in Pennsylvania, and the continuing growth rate is more rapid in the schools. While the school librarians, like their counterparts in public libraries, naturally tend to be concentrated more in the city and suburban areas, they are on the whole more dispersed and thus more widely available than are qualified public librarians. In many localities the only trained librarian will be located in the schools. The schools have caught up and are continuing to strengthen their library resources, and future planning for service to students can now proceed on a coordinated base of collections both in the schools and in public libraries.

Emerging Demands Upon Libraries

The public library in Pennsylvania, as elsewhere, has been realizing only part of its potential and reaching only a portion of its possible clientele. Other than students, the public library with present passive programs is reaching no more than ten percent of the out-of-school adult population.

In these next years several larger and additional groups will be seeking books and other printed materials, audio-visual resources, programed and other instructional materials, factual information—in short, the record of knowledge usually associated with libraries. Whether the public library will respond to these emerging demands, and what part it will play in supplying resources, whether printed or in other form, depends on the strength the institution can achieve in the interval and upon the imagination and agressiveness of its leaders. The demands will materialize, but may well be served by other agencies if the public library does not respond.

Two of the future groups are simply natural and inevitable enlargements within the population because of the growth of formal education:

1. more students at the high-school and college levels
2. more college educated adults

Several additional groups constitute the potential that may or may not be realized:

3. specialists and persons with graduate education
4. on the other side, the under-educated or culturally deprived
5. people seeking hard, factual information
6. the growing group interested in recreational-cultural topics

For the first two, the library need only sit and wait. The students enrolled in schools and colleges will come unless they are officially turned away. The number of college graduates who acquire a taste for lifelong reading will increase as the number of graduates increases, and they too will turn up in the public library. Many communities in the recent past have had 10 percent or less of their adult residents who have attended college; during the 1970's this in many communities will become 40 percent or more. Unless the public library is unable to meet demand, it can expect a doubling of use in the next 10-12 years, based solely on the educated segment of the population that has traditionally used public libraries. What the student and the graduate will seek can be projected from present demands, except that a wider range and a greater depth of interest is indicated.

What is much less clear is the policy that the public library will adopt towards serving students. The student population in Pennsylvania has expanded by almost 50 percent in the eight-year period between the two library surveys. It will continue to increase, particularly at the college level, and the ranks will be further swelled by the growing number of adult students in non-degree programs. Standards of performance expected of students have also been raised. School libraries have made great strides in Pennsylvania in this period, but it would be a mistake to assume that these units within schools and colleges will meet the full range of student library demands. A special study conducted for the present report showed that over half of the users of central district public libraries (56.7 percent) are students engaged in school work. The individual percentages in ten central libraries analyzed for this purpose are shown in Table 2.

Table 2. *Student Use of Central Libraries*

City	*Percent of Total Users*
Allentown	41.2
Altoona	65.3
Erie	60.4
Johnstown	60.3
Lancaster	46.3
Pottsville	71.2
Scranton	60.3
Warren	38.1
Wilkes-Barre	72.2
York	41.1

Planning for public-library service has not faced up to the fact of predominant student use. By and large students are tolerated, but thought of as somehow an extra and perhaps not permanent group, despite increasing student use year-by-year. The practical result is that public libraries do not request funds for student service, while at the same time trying to serve them and worrying because the rest of their community-wide program is starved. The time has come not only to accept but to build for students' use—not in place of school and college libraries but as a planned supplement to such libraries, for students going beyond the resources available in their school building or on campus. Any realistic program of library development for Pennsylvania for the 1970's must include and not ignore the fact that one-half of the users of public libraries will be students.

The other and potential additional groups—specialists, information seekers, those reaching for cultural recreation, the disadvantaged—will not come to or seek out the public library unless it expands its conception of its function and unless it develops "outreach" to a wider segment of the people.

It is a mistake to assume that non-users of libraries are confined primarily to the underprivileged and culturally-disadvantaged layer of the population. One increasing characteristic of our society is the spread in number and location of more highly-trained and specialized individuals. Twice as many Ph.D. degrees were awarded in Pennsylvania in 1965-66 as in 1958-59. In the past the Ph.D. holder and other specialists were clustered around universities and occasional technical centers. Now they appear wherever industry, research and even a junior college are located. Formerly this small number of specialists functioned within reach of large library collections; now they may well live and work hours from a large city or university campus. Today they are turning to the public libraries in Lancaster or Wilkes-Barre or Williamsport or New Castle, as well as to the large collections in Philadelphia and Pittsburgh.

Of a very different nature is the search of Americans for satisfying and re-creative use of leisure time. This may be the ultimate test of the affluent society, whether having provided necessary material goods, it can now provide means by which individuals can realize and enjoy themselves. Some people reach for this purpose, to the world of culture, in art, music, and literature—which calls not only for books (copies of the authors' creation) but also for recordings (copies of the composers' and musicians' creation) and for prints and reproductions (copies of the artists' creation), all these equally being appropriate library materials. Other people turn to hobbies and handicrafts for enjoyment, once again calling for books and manuals and catalogs. Many simply seek what to them is a good story, whether fiction about sixteenth-century England, or fantasy based on scientific discoveries, or the adventure of sailing alone around the world. People explore a thousand varied interests for their leisure time, and only the holdings of libraries can match this rich variety. But increasingly the public library must have greater breadth and depth if it is to be equal to the wide-ranging interests of the new American.

Deep within the cities, and in scattered pockets across the State, are the disadvantaged of our society, those lacking education and thus opportunity. They were there in 1958, but in the interval the obligation to them has been more fully recognized. All institutions which have developed more for the advantaged and away from the disadvantaged—the school, the park, the library—now seek to reach out to those who have been left outside the mainstream. Slum-dwellers in Philadelphia and Pittsburgh 50 years ago turned to the neighborhood library. The people who have replaced them, and the poor in the coal mining area, and the subsistence farmer and his family back in the hills, have the same need today, starting with the youngster who does not have a single book at home, yet is expected to compete first in school and then on the job in a world based on reading. Reaching the underprivileged will not be easy, and it will not be accomplished with the books and services suitable for the privileged. A dimension must be added to the public library, a dimension that was not included in the 1958 report or in the 1961 legislation.

Finally, there is the question of whether the public library will really become the information center of the community, or whether this function will increasingly be served by a combination of other sources. The librarian's conception of information service has been limited—oriented more toward traditional book resources, which have basic rather than immediately contemporary facts, and toward background as distinct from purely utilitarian topics. As but one indicator, it is the exceptional local library in Pennsylvania that is an information source for the elected officers in the community—incidentally, the same officials who pass on the library budget. Provision of facts could cut across the several levels and types of persons in the population, from the business man to the non-reader. But by and large it is once again the college graduate who thinks of his library as a source of information—background, cultural, and civic information—rather than the bulk of the population with practical factual needs day-to-day.

A basic consideration for public libraries in Pennsylvania in these next years, as more people come to live lives within the orbit of graphic resources in the widest sense, is whether the agency can change, adjust and extend itself into a source for the larger portion of the population. To this time, it is remarkable how little the programs of libraries have changed, despite the revolutions in information, communication, and education.

Changing Library Organization and Methods

Although the formal programs of libraries have changed very little since World War II, and hardly at all since the 1958 report, new developments in publishing, communication, and information technology have occurred and will become more widespread in the next years. There is no point in projecting a library program for the next ten years on the basis of organization and technology of the past.

It is clear that the range and variety of book publishing has increased markedly since 1958. The number of new titles and editions in that year was 13,462; in 1966 the figure was 30,050.[4] The number of different magazines and journals has increased even more rapidly, as have the reports of government agencies, business and industry, and scientific and professional groups. Manuals, abstracts, catalogs have proliferated, whether the data sheet needed by the chemist in Hazleton or the listing of antique glass by a collector in Punxatawney. Paperback books are issued on specialized as well as popular topics. Programed materials for individualized instruction have appeared. With libraries considered to be simply a source for occasional novels or best-selling topical publications, these many materials have marginal relevance to the collection. But if the library is to be an informational and educational center for the modern community, they have a definite place in library resources.

This sheer weight of numbers and of variety of forms of materials in the last decade raises several questions. Most obviously, the standard of size of library book collections set down in 1958 will have to be reviewed. A fresh look must be taken at the inclusion of non-book materials. It is remarkable, for example, how little the library's concept of magazine provision has changed despite the flood of material in this form. Such a new form as programed materials, despite the fact that they are basically designed for individualized use which has been the aspect of education which libraries have claimed and emphasized, have hardly entered collections at all. Printed materials in reduced size for reading with some form of enlargement or projection device—from the "mini-book" reduced by a few diameters to the microfiche reduced several hundred times—must be brought into the planning mix. Neither the public, school nor academic library can march stolidly into the future oriented primarily to the hardbound book without relinquishing its place as society's reservoir of the record of knowledge.

Librarians and library planners too often think in sharp compartments as between the several kinds of libraries, as though they had sharply defined and different functions and very distinct clienteles. Yet in one day a student may use his school library, then his public library, and even a nearby university library, all on one school project. The local resident, failing to locate what he needs in the public library, may turn to the college collection. And the college student, returning to his home community at night, naturally uses the public library which was his resource as he grew up. Readers use libraries interchangeably, as integral parts of a composite system, but librarians plan and budget and build collections as though each type of library was separate and inviolate in its own world. Further, with the increasing range and specialization of user interests, and the increasing quantities of publications to serve these interests, it is clear that single libraries, even larger institutions, cannot hope to meet alone all demands placed upon them. Library planning now calls for consideration of total resources and all readers, not only at the state level but down into communities. The Pennsylvania library plan must increasingly become not a public library program alone, but a plan of development for all libraries. This development calls for a widening of the concept of library systems in Pennsylvania, and beyond that for a search for geographic, organizational and governmental bases that encompass the full library spectrum.

A new technology for storage both of information and of the printed page is arising, along with new mechanical means for gaining access to and disseminating the record of man's knowledge. For some kinds of materials, "instant publishing" is appearing, directly from the source to the receiver, without going through a printing press and being placed on a printed page. At the heart of this technology is the computer. Some librarians feel that their traditional field and the new computers are incompatible, but it is not a question of opposition but of relationship. The machine will not replace the book or other graphic source—the computer is empty until something is put into it. But libraries do have complex records, repetitive tasks, and many units of information which they seek to organize and retrieve. Inevitably data processing and computer manipulations will apply to libraries, very possibly in the following sequence of steps, from the more mechanical operations already being computerized in some libraries to highly complex relationships between the individual inquirer and the complete world of resources:

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[4] *Publisher's Weekly,* January 30, 1967, page 34.

1. application to business and repetitive record-keeping operations—payroll, acquisitions, circulation of books
2. utilizing bibliographic information from central sources—for computerized cataloging records, either in card or book form
3. production of new bibliographic tools as offshoots of the basic machine-readable bibliographic record
4. storage and dissemination of information—applying first to scientific and technological fields, and in time to the more general reference activity of public, school, and college libraries
5. storage and communication of reading material—with pages stored, photographically reproduced, transmitted, and read at a distance
6. "on-line" interconnection between the individual at a distance and the automated library, enabling the reader to move from bibliographic index to "published" material to primary sources, either reading at his own console or getting photo or electronic copies of material on command.

All this should not be pictured as applying to a single library or center but to the record of knowledge wherever located. Once the system is devised, the least difficult step will be to hook into a line from Warren to Erie, from Erie to Pittsburgh, and from Pittsburgh to resources at any point.

Such developments will not eliminate the need for the essential library function—group acquisition and provision of resources which the individual cannot acquire for himself— nor will libraries in some form disappear. The full technology is five to ten years away, so that in any event this next period must be planned on the basis of the present structure. No matter what the technological changes, the child will still seek the fairy tale, the student will still read of the American revolution, the adult will still want background either on contemporary events or on how to get away from them. The question is not whether libraries will or will not accept change, but whether the Pennsylvania library plan for the next period will recognize the changing environment for library service and be ready to take advantage of new opportunities as they occur.

The effective library in the 1970's must add two new dimensions to its present stock-in-trade: first non-book sources in print form, then electronic communication of information and of sources from very large centers. This in turn reinforces the essential need for a network of library resources over a state, linking the smallest library and the remotest reader to the record of knowledge in any form.

III. LACK OF LOCAL PUBLIC LIBRARY SERVICE

Almost 900,000 additional Pennsylvanians gained local library facilities in the last eight years. 2,161,000 lacked service in 1957 (19.6 percent of the total state population); the 1965 figure was 1,266,000 (11.2 percent of the total).

Over three-quarters of this advance occurred as the result of the creation of 62 new libraries and almost one-quarter as the result of people moving into jurisdictions that have had service for some time.

7	new county libraries	serving 290,000 additional
27	new small libraries (less than 10,000 population)	serving 85,000 additional
28	new medium-sized libraries (over 10,000 population)	serving 315,000 additional
	population shift to served areas	approx. 200,000 people

The population migration to served areas is of particular interest, because it is part of a larger adjustment in the Pennsylvania economy, as people move out of the Appalachian diagonal to the small city-agricultural districts of the southeast and northwest, and others in turn to the metropolitan areas. The shift is likely to continue, but at a slower rate as people and employment come more into balance. Without any particular action being taken, the number of unserved persons in the State will decline toward a "hard core" of around 1,000,000, but new and fresh action will be necessary beyond that point.

County libraries were the weakest link in the Pennsylvania public library program in 1957. For example, they had less than half as much per-capita support (40¢ annually) as the larger urban libraries (89¢) or the small town libraries (90¢).

In the interval they have caught up to some extent. In 1957 only five of 29 county libraries had annual budgets of $50,000 or more; today the figure is 17 out of 35. Five of the seven recently established county libraries serve more than 50,000 people. In 1965 the municipal libraries serving more than 10,000 population had per-capita support (with state aid) of $2.24, while the figure for the smaller municipal libraries was $1.32; the county libraries stood between the two at $1.82. While they still rank under city libraries in per-capita support, much of the gap has been closed.

Thirty-six county libraries (one more was added during 1966 after data for this report was gathered) now provide service for 4,045,000 Pennsylvanians, 35.7 percent of the total population. Outside of the two large cities they account for almost two-thirds of the people served. The remaining 391 libraries provide service for 2,362,000 people. Good or bad, the county libraries are a significant part of the library scene in Pennsylvania—they conform to an existing larger unit of government—they have been showing some life. For these several reasons, it is now recommended that they play a larger role in Pennsylvania library service.

However, it would be a mistake to proceed to organize separate county libraries in each of the 28 counties still without such a unit. Ten of these counties have less than 50,000 people. For example, the recent establishment, with the help of federal demonstration funds, of a separate county library in Juniata County (population 15,874) is highly questionable, because without excessively high per-capita support this will only be one more weak library.

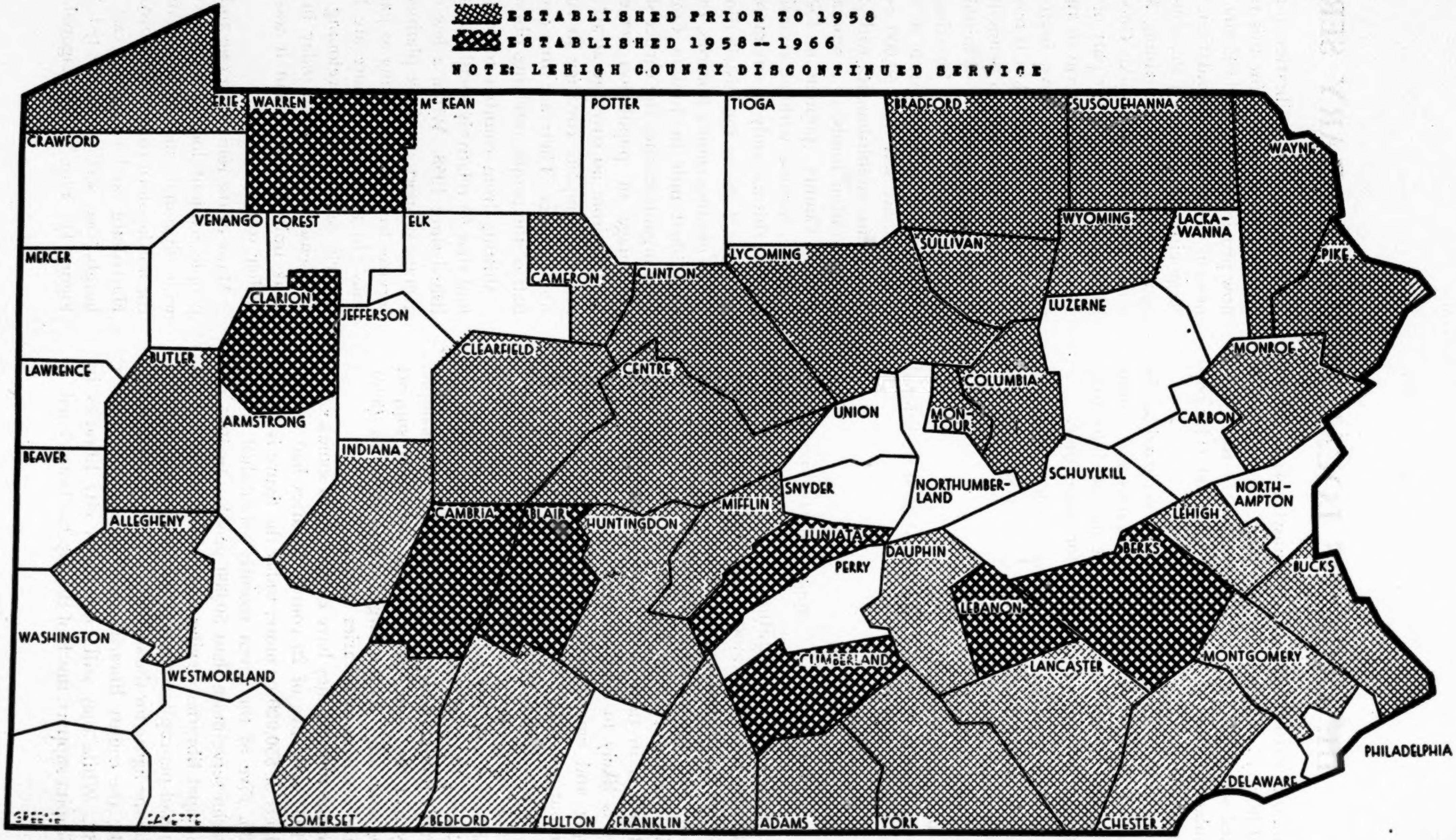
Figure 2 shows the distribution over the State of the 36 existing county libraries. Including the recently-established unit in Juniata County, eight of these were organized since the earlier study. Table 3 shows percentage of population served within counties, ranging from no coverage at all in one county (Fulton) to complete coverage in counties with county-library units. There are nine counties with less than half of the people receiving library service.

Shifting from counties to local municipalities, we find that 55 relatively small libraries have been established since 1958. While a few of these have above-average support, and have planned their resources and services from the beginning as parts of the larger "systems" in their areas, more are limping along, some entirely outside the developing statewide plan. In this sense the situation today in terms of small and weak units is worse than it was at the time of the earlier study.

Many of the remaining one and one-quarter million people without local library service live within the wide diagonal, mostly mountainous, starting from the northeastern corner of Pennsylvania, passing above Harrisburg, and extending east and south of Pittsburgh (see section designated "rural-mountain" in Figure 1). This broad diagonal, or "library desert",

FIGURE 2

COUNTY LIBRARIES IN PENNSYLVANIA



▩ ESTABLISHED PRIOR TO 1958
▩ ESTABLISHED 1958—1966
NOTE: LEHIGH COUNTY DISCONTINUED SERVICE
ERIE
WARREN
Mc KEAN
POTTER
TIOGA
BRADFORD
SUSQUEHANNA
WAYNE
CRAWFORD
VENANGO
FOREST
ELK
CAMERON
CLINTON
LYCOMING
SULLIVAN
WYOMING
LACKA-WANNA
PIKE
MERCER
CLARION
JEFFERSON
LUZERNE
MONROE
LAWRENCE
BUTLER
CLEARFIELD
CENTRE
UNION
MON-TOUR
COLUMBIA
CARBON
ARMSTRONG
BEAVER
INDIANA
SNYDER
NORTHUMBER-LAND
SCHUYLKILL
NORTH-AMPTON
ALLEGHENY
CAMBRIA
BLAIR
HUNTINGDON
MIFFLIN
JUNIATA
LEHIGH
DAUPHIN
PERRY
BERKS
BUCKS
LEBANON
WASHINGTON
CUMBERLAND
LANCASTER
MONTGOMERY
WESTMORELAND
PHILADELPHIA
DELAWARE
SOMERSET
BEDFORD
FULTON
FRANKLIN
ADAMS
YORK
CHESTER

Table 3

POPULATION SERVED IN PENNSYLVANIA COUNTIES

County	Population Served	Percent of Total Population
ADAMS	51,906	100.0
ALLEGHENY	1,628,587	100.0
ARMSTRONG	30,907	37.7
BEAVER	119,434	57.6
BEDFORD	42,451	100.0
BERKS	275,414	100.0
BLAIR	137,270	100.0
BRADFORD	54,925	100.0
BUCKS	308,567	100.0
BUTLER	114,639	100.0
CAMBRIA	203,283	100.0
CAMERON	7,586	100.0
CARBON	34,711	65.6
CENTRE	78,580	100.0
CHESTER	210,608	100.0
CLARION	37,408	100.0
CLEARFIELD	81,534	100.0
CLINTON	37,408	100.0
COLUMBIA	53,489	100.0
CRAWFORD	47.714	61.2
CUMBERLAND	124,816	100.0
DAUPHIN	220,255	100.0
DELAWARE	463,533	83.8
ELK	32,124	86.1
ERIE	250,682	100.0
FAYETTE	62,919	37.8
FOREST	1,228	27.4
FRANKLIN	88,172	100.0
FULTON	0	0.0
GREENE	12,638	32.1
HUNTINGDON	39,457	100.0
INDIANA	75,366	100.0
JEFFERSON	22,959	49.1
JUNIATA	15,874	100.0
LACKAWANA	160,852	68.6
LANCASTER	278,359	100.0
LAWRENCE	65,076	57.6
LEBANON	90,853	100.0
LEHIGH	195,339	86.2
LUZERNE	191,090	55.1
LYCOMING	109,367	100.0
MC KEAN	45,017	82.6
MERCER	66,504	52.3
MIFFLIN	44,348	100.0
MONROE	39,567	100.0
MONTGOMERY	516,682	100.0
MONTOUR	16,730	100.0
NORTHAMPTON	160,195	79.9
NORTHUMBERLAND	67,301	64.6
PERRY	1,861	7.0
PHILADELPHIA	2,002,512	100.0
PIKE	9,158	100.0
POTTER	9,503	56.4
SCHUYLKILL	91,181	52.7
SNYDER	3,948	15.2
SOMERSET	77,450	100.0
SULLIVAN	6,251	100.0
SUSQUEHANNA	33,137	100.0
TIOGA	17,718	48.4
UNION	9,640	37.1
VENANGO	36,653	56.1
WARREN	45,582	100.0
WASHINGTON	172,818	79.5
WAYNE	28,237	100.0
WESTMORELAND	239,019	67.7
WYOMING	16,813	100.0
YORK	238,336	100.0
Total:	10,053,752	88.8

constitutes almost two-thirds of the land area of Pennsylvania. It also is the largest geographic part of the state that lacks well-developed public libraries which could be built into strong points or a second line of defense in district centers. Underlying the library condition is the fact that this is the section which stands at the bottom in social indices, with limited economic base and declining population.

Up to 100,000 of the unserved people will move into served areas in the next 10-15 years, unless present trends are reversed. The remaining 1,166,000 constitute the "hard core" of unserved communities, mostly small in size, scattered in location, and below average in economic level.

Unless a fresh start is made, many of these people will not get any library resources in their communities in the predictable future, and some will get very small substandard units. The Pennsylvania plan provided one structure of local and district libraries to serve both the more heavily-populated one-third of the state and the more sparsely-populated two-thirds; it is now clear that one uniform plan will not suffice and that a distinct and different structure is needed in the large middle area between the metropolitan districts of the east and the west.

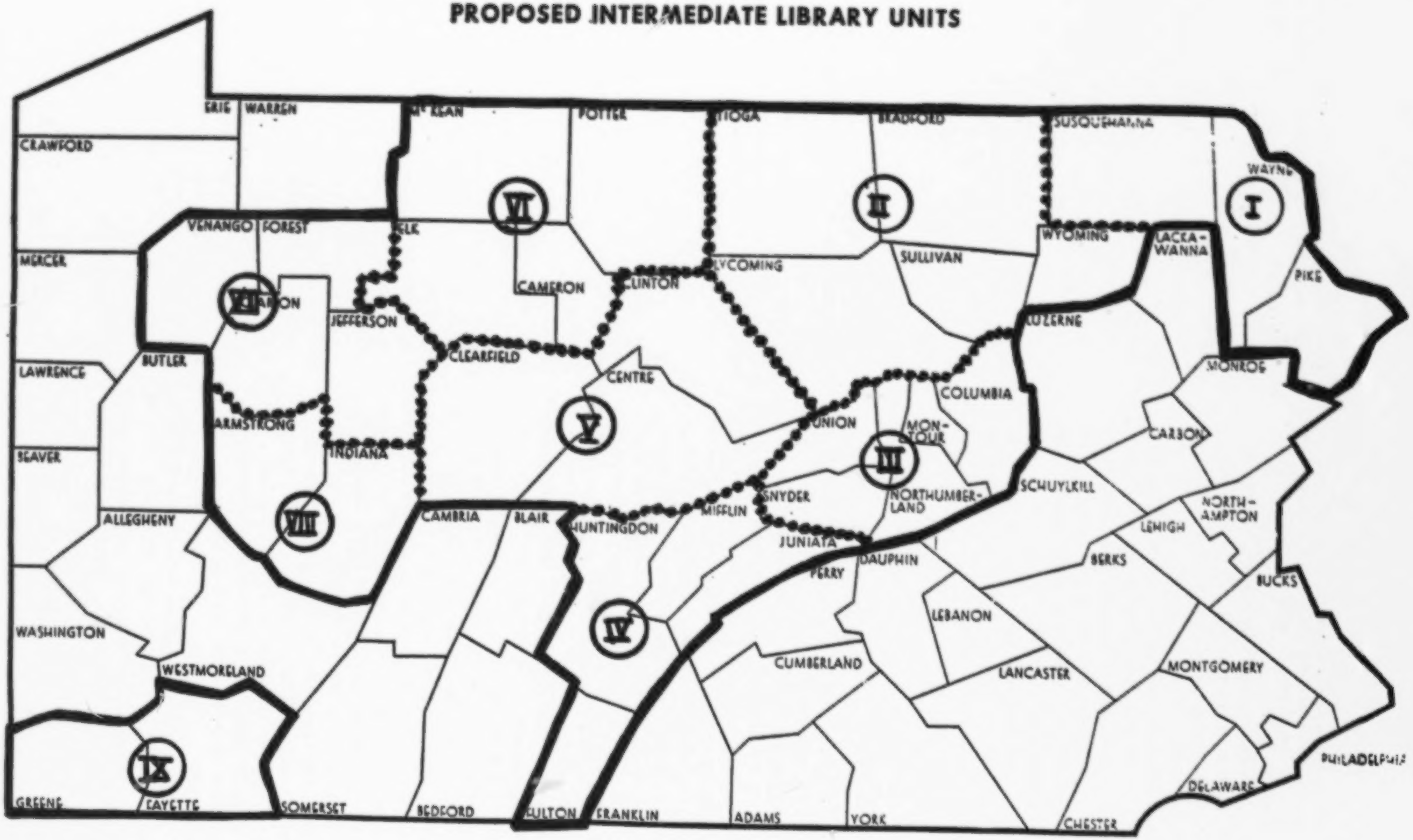
Particularly in this part of the Pennsylvania library program, new concepts are called for. The time has come to complete the library coverage which has proceeded so laboriously over the years, and to move on to a structure that has some chance of providing modern library service. To do less than this will simply reinforce a double standard, with some people having lifelong educational resources and others not, as though some children had schools and others were denied education. By 1970 every Pennsylvanian should have the opportunity represented by library service; anything less will cut one out of ten residents of the State off from the information and knowledge on which twentieth-century life depends.

Proposed lines of action

1. Mandation by state law of county library "agencies" in the 28 counties lacking total library coverage (35 counties have achieved this by local action).
2. Minimum county funds for library support of one-half mill (five year leeway to move from one-quarter to one-half mill) on market value of assessable property in areas not supporting local library service.
3. New county library agencies to get establishment grants of $1.00 per capita the first year and $.50 per capita the second year, to help these unserved areas catch up in library provision.
   (Note: State financial assistance to county libraries will thus come under several headings: establishment grants for new units, local per-capita aid, special county aid specified in the Library Code, and in some cases equalization aid—see chapter on Finance).
4. Present limitation on special state financial aid to county libraries of $8,000 (Section 303, sub-section 2 of Library Code), to be raised to $25,000.
5. County library agencies not to provide separate and direct service unless service constituency is at least 50,000 people, or annual income (without establishment grants) at least $150,000.
   a. Where city district-center libraries exist, county library agencies to contract with district centers for service, thus creating joint city-county units.
   b. Where "intermediate library units" come to exist (see below) county library agencies to contract with the intermediate unit for service, thus creating multi-county library authorities.
6. In the broad diagonal of sparsely-settled areas from northeast to southwest, nine inter-county intermediate library units to be established (see Figure 3):
   I. Pike, Susquehanna, Wayne Counties
   II. Bradford, Lycoming, Sullivan, Tioga, Wyoming Counties
   III. Columbia, Montour, Northumberland, Snyder, Union Counties
   IV. Fulton, Huntington, Juniata, Mifflin Counties
   V. Centre, Clearfield, Clinton Counties
   VI. Cameron, Elk, McKean, Potter Counties
   VII. Clarion, Forest, Jefferson, Venango Counties
   VIII. Armstrong and Indiana Counties
   IX. Fayette and Greene Counties
   Note: Bedford and Somerset Counties would logically form a tenth unit, but preference should be given to having them join respectively with Blair and Cambria Counties to the north.
7. Multi-county intermediate library units to be authorized under law and governed by a district library authority with representatives from each of the member counties.
8. State funds for library service (establishment grants for new member counties, plus per capita aid for local service for unserved areas, plus special county aid, plus equalization aid, plus district-center aid) to be paid directly to the library authorities in the several intermediate units.
9. Inter-county intermediate library units will not stress direct service, but depending on conditions and existing facilities in the district, will (1) contract with public or college libraries for district-level service, (2) contract with existing libraries for opening of facilities to surrounding unserved areas and where necessary for branches or bookmobile service to these areas, (3) establish a strong consulting and training staff to work closely with libraries in the district, and (4) build up book pools and active rotating and changing book collections in local libraries. In some instances, it may be necessary for the intermediate authority to maintain direct bookmobile service.
10. Intermediate library units to correspond as far as possible with the intermediate school districts currently being established by state legislation, but to follow county lines.
11. Salary of intermediate unit director to be at level to attract genuine leadership ($16,000 per year, which is the figure proposed for the assistant director of the intermediate school units); the primary purpose of these new library units is to bring strong direction into regions where this has been lacking.
12. Pennsylvania, in cooperation with other states, to experiment with a "Sears Roebuck-type" book catalog, to be made available for distribution to very small libraries and to organizations, churches and individuals in small towns and remote areas served only by short, periodic bookmobile stops. A paperbound 400-page book, listing 10,000 annotated titles, could be printed for $1.00 a copy. The listed books would be made available by mail from district centers, which would duplicate the 10,000 carefully selected titles. Original costs for bibliographical, editing,

FIGURE 3

PROPOSED INTERMEDIATE LIBRARY UNITS


ERIE
WARREN
M^c KEAN
POTTER
TIOGA
BRADFORD
SUSQUEHANNA
WAYNE
I
CRAWFORD
VI
II
VENANGO
FOREST
ELK
WYOMING
LACKA-WANNA
PIKE
MERCER
VII
CAMERON
LYCOMING
SULLIVAN
CLINTON
JEFFERSON
LUZERNE
LAWRENCE
BUTLER
CLEARFIELD
MONROE
CENTRE
COLUMBIA
ARMSTRONG
UNION
V
MON-TOUR
CARBON
BEAVER
INDIANA
III
SCHUYLKILL
SNYDER
NORTHUMBER-LAND
NORTH-AMPTON
ALLEGHENY
VIII
CAMBRIA
BLAIR
HUNTINGDON
MIFFLIN
LEHIGH
JUNIATA
BERKS
DAUPHIN
PERRY
BUCKS
IV
LEBANON
WASHINGTON
CUMBERLAND
MONTGOMERY
WESTMORELAND
LANCASTER
IX
PHILADELPHIA
DELAWARE
GREENE
FAYETTE
SOMERSET
BEDFORD
FULTON
FRANKLIN
ADAMS
YORK
CHESTER

and typesetting work would be $30,000, which would need subsidy, and by utilizing computerized machine-readable tape the cost of periodic updating could be kept to a minimum.

Two of these recommendations—for mandation of library service in counties not fully served, and for creation of inter-county library units in some areas—call for further elucidation.

Public library service has now proceeded in Pennsylvania on the basis of local action for a century. As a result nine out of ten Pennsylvanians have gained access to this source of education and information. This is the way other essential public improvements also started, schools and roads, for example. At a certain point, now long since past, it was recognized that permissive, voluntary provision left some communities —and more pointedly some individuals—without a resource that other persons enjoyed. If this lack violated the democratic right of the individual to develop, mandation became necessary both for the common good and for individual right.

The question now is whether the means of lifelong education through libraries is or is not a right of the individual and a responsibility of his government. Denying youngsters, for example, a recreational facility such as a community pool is a decision that public officials may appropriately make for their constituents. But denying these same youngsters a school would seem to us a closing of the door of opportunity to them. Education is not confined to formal teaching in a classroom; it does not stop when a young person gets a diploma. For education before entering school (picture books, story hours) —for materials while a student in school (supplementary readings, sources for term papers) —for continuing education as an adult (everything from a manual on refrigerator repair to background on governmental policy in Vietnam); in all these the library is the educational agency. The public library is maintained for the same reasons the school is maintained: to provide knowledge, to develop economic capacity, to aid citizenship—in a word, to provide opportunity to the individual, whether he is born into an upper-class suburb or into a remote town in the mountains. Indeed the need is greater in the remote, sparsely-settled district, which is precisely where the public library is more likely to be lacking. The chance for individual development through the educational institutions of the school and the library should not depend on the accident of where one is born or lives.

The vast majority of local governments, and thirty-five counties, have accepted this obligation. Other counties recognize the obligation, but are strapped with immediate expenditures. Provision of library service should be mandated—with at the same time special financial assistance from the state to enable counties with very limited resources to complete this part of their educational system.

The county is the logical governmental unit to which to apply mandation of library service. To place the obligation on local governments would be simply to proliferate many additional small, inadequate libraries, and would place an undue load on the taxpayer, for sound library service costs more per person in smaller places. The county is both an administrative and a taxing unit. It has in fact been proving to be an acceptable base for library service in many parts of Pennsylvania.

Not only must a library agency be provided in each county, but minimum rate of support also needs to be mandated. The public will not benefit if a facility with little if any funds is established. The one-half mill rate suggested is that which many other parts of Pennsylvania have achieved, and a five-year period is provided to move up from an initial minimum of one-quarter mill. Placing the financial effort on a millage rather than a per-capita dollar rate relates library support to the tax resources of counties, and those counties that are distinctly below the state average in wealth and taxable property would get special equalization aid to help get the library job done.

The proposal is that county library support be mandated, but *not* a separate library in each county. The remaining 28 counties without county-wide service, each standing alone, would not be able to provide modern library facilities, and they would strain their tax resources trying to do so. The average additional and separate county library would serve well under 50,000 people, and in most cases it would not have a unit of any real strength already within the county on which to build. This would be like trying to start a new school district with a handful of pupils or a hospital with only a few beds. The 28 counties should each establish a legal agency responsible for bringing library service to the county and for receiving and accounting for county funds provided for library service, but it would not proceed to establish an independent facility from the ground up.

Newly established county agencies have several alternatives open to them in providing service without establishing another weak library. They can turn, as one alternative, to an established city library within the county, usually the county seat, and work out a single joint facility either by contract or by merger. Examples would be Carbon County and the Hazleton Public Library, or Crawford County and the Meadville Public Library. The result would be a single library facility serving all or much of the county. Where the county already has a district center either within or near the county boundaries—Luzerne County and Wilkes-Barre, for example, or Fayette County and Monessen—the base on which a unified program can be built is that much stronger. In this case, the county would contract with the existing strong point for service to all county residents. If there is no library of any strength on which to build, as is the case in parts of the mountainous diagonal, this is precisely where new inter-county intermediate units will be established, and the contract for local county service would be made with this unit. No one pattern need or should apply. County officials should have freedom to work out the best combination, so long as they do not establish an additional and sub-standard library.

The intermediate library unit would be an innovation in the Pennsylvania plan, somewhat similar to the library "systems" in New York State, but more directly related to county government and to the people served. In part this would be a regional inter-county agency created jointly by the several counties involved. The counties would designate the governing board of the intermediate unit, with representation roughly proportionate to population, and with every county having at least one member on the regional board. Existing county libraries in the sparsely-settled areas would become integral parts of the new intermediate units.

In addition, the intermediate unit would serve as the *district-level* facility for the multi-county area. It is the *combination* of these two functions—local service within counties and district service over an area, and the combination of local and state money—that makes the intermediate agency a viable unit. Adequacy of service would not come simply from throwing several sparsely-populated and low income counties together.

As a result of the combination, the intermediate unit would have several sources of funds: county money for local service to areas not served by existing libraries, the equivalent state aid for local service to the several counties, establishment grants for new county libraries, special county-library aid, equalization aid for the depressed areas within the unit, and district-level aid for all people in the region. Thus, an intermediate unit serving Cameron, Elk, McKean and Potter Counties (one of the most sparsely-settled sections of the state) would have at least $225,000 per year, and with this could mount a reasonable program for the 110,000 people in the area, over and above the local libraries with local support already serving some parts of the district.

The intermediate units should not be thought of first and primarily as direct service agencies. They would be more reinforcements or second lines of defense. Preference should be given to building up local service units within counties, by coordination between localities and the county level. There are however various counties which alone do not have the foundation to maintain adequate facilities, and for these the intermediate unit would take responsibility for direct local service. Even then, before itself providing the service, the intermediate unit would first determine whether use of any existing libraries, to be compensated for opening resources to part of the county, for example, or for maintaining a bookmobile, would serve as a means for opening nearby access to books and other library services.

The essential function of the intermediate unit would be to carry responsibility for and to bring a level of library service into sparsely-settled areas which they have entirely lacked in the past, including the last half-dozen years under the new Library Code. First there would be the director, an experienced librarian with ability, time and money to focus on improvement of service, rather than primarily on maintenance of existing facilities. This individual would receive a salary similar to that of a district center director or the head of a good-sized city library, thus bringing top leadership to districts that have lacked this essential human ingredient. A professional staff of consultants would extend his influence. A reservoir or pool collection for strengthening local libraries, county libraries and bookmobiles would be developed. District-level resources would be worked out by the intermediate unit, either with existing public libraries, or college-university libraries, or a combination of the two, or even by new forms of communication connections outside the region that would make higher-level resources available without building up one or more large collections within the area.

Once again no standard pattern is prescribed. On the contrary, the hope and opportunity of the intermediate library units is to open the way for fresh, new approaches depending on conditions in each section and made possible because an agency with leadership and funds will be injected into the library scene.

IV. SMALL AND WEAK LIBRARIES

In 1957, 263 of Pennsylvania's 367 public libraries had less than $10,000 to maintain their programs (72 percent of the total number of libraries); by 1965 the figure was 251 out of 428 libraries (58 percent). This is an increase of 73 in the number of libraries with at least a bare minimum support of $10,000.

There is nothing magic in this $10,000 figure, and certainly it is not enough to hire a professional librarian and meet other expenses. It is used as a benchmark only because it is enough to pay one full-time library attendant, and to buy perhaps 500 books per year, and to meet the expenses of providing service for 20 hours or more per week. If such an outlet were part of a coordinated library system—with professional guidance, immediate access to both inter-library loan and inter-library reference, plus supplementing of its local acquisitions with perhaps 500 additional titles per year from district headquarters —it could give at least a modicum of service and connect local readers with greater resources at a distance. This means that 58 percent of Pennsylvania libraries—those under $10,000 in annual budget—have still not acquired enough financial strength to participate effectively in a coordinated systems program.

The continuing smallness and weakness of many Pennsylvania libraries can be expressed in other ways. Forty percent have no full-time staff member. If we move up the scale and take such a measure as a professional staff position specifically for children's service, 87 percent of Pennsylvania libraries lack this provision for their children.

The number of libraries having less than $10,000 decreased only from 263 to 251 in the last eight years. The number providing less than 1,000 new titles per year to its readers decreased only from 257 to 243. The reason that these gains are so modest is that many of the new units formed in the interval are small and poorly supported. The number of libraries with less than 10,000 volumes in the collection actually *increased* in the 1957-1965 period from 151 to 196. The smaller municipal libraries (serving less than 10,000 people) have had the smallest increase in per capita support in the 1957-1965 period (see Table 4). Small size—limited service—meager funds. This was the realistic picture for more than half of Pennsylvania public libraries in 1957, and it continues to be the picture today.

Table 4. *Increase In Per-Capita Library Support*

	1957	*1965*
Small public libraries (under 10,000 pop.)	$.90	$1.32
Larger public libraries (over 10,000 pop.)	.89	2.24
County libraries	.40	1.82

The 1958 report recommended that very small libraries be "consolidated into larger administrative units". The report did not propose any clear-cut way to accomplish this and very little has been done. The one significant exception is the administrative coordination of some small outlets within the recently formed county libraries, enabling them to function as integral parts of a county-wide facility.

A coordinated program of service among the many small and local libraries was to be achieved, under the Pennsylvania plan, by cooperative system-wide activities sponsored by designated district-center libraries, and by expanded and improved inter-library loan of resources and inter-library reference service. The question now is the extent to which the isolation of small libraries has been overcome by coordinated planning and action under the leadership of the district libraries.

The field visits indicated that very little progress has been made in joint planning and activity in the five districts for which college or university libraries were designated as the centers. This serves again to focus attention on the library desert from northeast to southwest. Actually the plan envisaged quite limited responsibility on the part of academic libraries for this purpose. The State Library was to handle field coordination directly, using one-half the district-aid funds for these five districts for the purpose. Somehow this has slipped from sight. The college districts have been getting only one-half of the authorized district aid, the State Library did not get the rest, and only very limited coordinating activity has been going on in these sections of the State that need it most. Put crudely, people living in these districts have been shortchanged as taxpayers, for they have been getting only half as much district aid as those living in more favored areas.

In the districts with public-library centers, cooperative and coordinating work has started. In the two large-city libraries, programs of some scope and impact are underway. This is most evident in the Pittsburgh

area, where part of the structure is on a county basis. In districts in which the district center and the contiguous county library are consolidated or unified in administration (Williamsport, Lancaster, Harrisburg, Altoona, Johnstown, Warren), some progress in coordinated action has also occurred as part of the unified system, at least among libraries that are members of the county systems. Beyond this, in the usual situation of a city library serving as district center and seeking to coordinate independent libraries in its district, cooperative activity generally has progressed to the point of inter-library *contact* and inter-library *information*, but *not* to the stage of inter-library *planning* and inter-library *action*.

The most clear-cut result commonly visible thus far (other than inter-library loan which is discussed in the next section) is sharing of information about books. Some training activities have occurred within or between districts. Only occasional instances were found in which the district librarian or other district staff went out into the field with any regularity to consult with local librarians and trustees, or with communities planning establishment of new libraries. In general only marginal attention has been given by district centers to their extension and coordinating roles. In most cases one administering librarian must seek somehow to sponsor and build a joint program over and above his primary and exacting responsibility for directing his own library; it is naturally the extra coordinating job that suffers.

Contact among librarians has been established under the Pennsylvania program, but tangible benefits of cooperative action have thus far been limited. Pennsylvania libraries are no longer alone and isolated, as in 1957, but they are not yet *working* together on any significant scale.

Cooperation by definition is a two-way street: not only the district center but also the local library must participate, the center offering strength and the means for joint action, the individual unit responding in the interests of its local clientele. Local response has varied from enthusiastic to non-existent. While the district centers have by no means done all possible to enlist the smaller libraries, the invitation has been clearly issued and the opportunity provided. Almost one-third of the local libraries still elect to stand alone, weak and isolated: they seldom use inter-library loan, are not represented at district meetings, lack the benefit of district book information, do not take advantage of in-service training opportunities, and seldom inform their readers of district center resources.

A special analysis was made of libraries serving less than 10,000 people, comparing the publicly-governed with the privately-controlled units (80 percent of the smaller libraries in Pennsylvania are of the latter type). The privately-controlled libraries, although most get tax money, are governed by boards not selected by public authorities nor by the people directly. It is as though classroom instruction for all youngsters were to be provided by private schools receiving public money. These privately-governed libraries, which are supported from a combination of tax and private sources, receive on the average $1.27 per capita, while the small public libraries organized under the Library Code receive $1.44 per capita. The privately-controlled institutions are also distinctly less likely to participate in district cooperative activities. Pennsylvania has many "public" libraries which are in substance private in policy control and outlook, and this is reflected in limitations in their service programs.

Thus, in the Pennsylvania program, there are stragglers among the local libraries, both publicly and privately controlled. The program of the last five years has not affected nor helped these approximately 100 small libraries, by their own decision and/or inaction. The people they serve, although they pay taxes like other state residents, have not benefited from the district effort and the state money unless they travel out of their home municipality and go to the district center in person. One-hundred-percent participation is not likely under any voluntary arrangement, but there still are too many non-participants in the Pennsylvania plan.

Proposed lines of action

1. **Discontinuation of legal authority for additional local governments to form local libraries; service to be extended to areas lacking service to this point by means of mandated county library agencies (first recommendation in the preceding section).**
2. **Smaller places which want their own outlet, within a county or intermediate agency, to provide approved quarters for a "reading center" from local funds, with books and staff provided by the county library and/or intermediate library unit.**
3. **Extension to all "private" libraries serving the public and receiving public funds of legal requirement now in Section 411 of Library Code which specifies that new "private" libraries must have ". . . the majority of the members of the board" appointed by municipal authorities.**
4. **Experimentation by State Library with developing two or three combined school and public libraries in places under 10,000 population, under carefully-designated criteria for location, hours of service, and collection, the experiments to be tested after two years to determine extent of use both by students and by other members of the community (suggest that special federal research grant be requested for this).**
5. **Revision and upgrading of standards for local libraries, and use of these standards as a condition for *increased* state aid to localities. The bare minimum level to be achieved would be as follows:**

- (a) collection of at least 10,000 well-selected volumes, this low figure being more a starting point than a standard (46 percent of libraries still do not reach this level).
- (b) at least 50 percent of adult non-fiction collection with copyright dates less than five years old, up through first 25,000 volumes; larger collections are likely to have a smaller percentage of relatively new books.
- (c) at least 1000 volumes added annually to the collection, the selections to meet contemporary needs of the community served (56 percent acquire fewer than 1000 volumes).
- (d) subscription to at least 50 periodicals (40 percent not at this level).
- (e) paid staff equivalent to one person for each 2500 persons in the service area, and in any case no less than 20 hours of salaried staff time per week (28 percent not at this level).
- (f) at least one staff member holding certificate as "library-assistant" (see chapter on Personnel).

Localities which do not maintain libraries meeting these standards can qualify for the additional state aid by consolidating with or entering into a contract with the county library agency.

6. As a condition of local state aid, local libraries to act formally (i.e., official board action) committing the library to participate in the district cooperative program, including attendance at district meetings, use of inter-library loan and inter-library reference, participation in book-review sessions, use of consultative service, etc.
7. Legal provision that where local library board does not act to participate in district cooperative program (and thus in state financial aid), 3 percent of the number of persons voting at last preceding election can petition to have such action submitted to the electorate (this is the same percentage that can move for establishment of a library).
8. Extension and coordination responsibility in broad sparsely-populated diagonal to be transferred from State Library to new intermediate units.
9. Intermediate library units, in non-metropolitan areas, to build up book and record pools from which individual libraries can select materials for loans of six months, one year or longer.
10. Each district center to prepare a specific five-year plan for cooperation and coordination in its district, including (a) cooperative book selection, (b) rotating collections of books, (c) in-service training, (d) shared services such as list making, book displays, community programs, publicity, and the like, and (e) regular field consultation in local libraries and communities.
11. District-center plans to be approved by State Library as a condition for district state aid and reviewed annually by the State Library.
12. Each district to create a senior position with full-time responsibility for extension and the district-wide cooperative program, either by (a) hiring an Assistant District Librarian for the purpose of (b) hiring an Assistant Director for direct administration of the district-center library so that the District Librarian can give primary attention to the district-wide program.
13. Library Development Bureau of State Library, for two years, to concentrate upon working with district libraries in developing their district-wide programs, as against consulting with local libraries, weeding collections, and similar activities which still absorb a considerable part of the field time of the state staff.

Once again certain of the more "controversial" recommendations need further clarification. This applies to the proposed governmental basis for library service, and to the role of the State Library in district programs.

It was natural for public library service to develop locally as interested citizens and officials focused on the question and took action. This report proposes that the local foundation for library service now be completed by means of county library agencies in counties still with some people unserved. Once this step is taken, there will be no localities without library service, and thus no need for additional legally-separate units in small towns. Concluding the foundation with county agencies is not a departure from the local basis of public libraries, for the county is a form of local government, with directly-elected officials and a local tax structure. The county is the governmental base elected for library service by over four million Pennsylvanians, and it is the appropriate base for the remaining 1,200,000 people in sparsely-settled areas.

A county library structure does not eliminate citizen interest and facilities at the community level. In larger centers within the county there are likely to be branches of the county or multi-county library. Other centers may want by community action to get service beyond bookmobile stops in their own locality, which can be accomplished if interested residents and/or the local town government provide suitable quarters, which the county library could then stock with books and allocate funds for local staff.

Shifting to the state level, the preceding recommendations imply more direct responsibility for the State Library in helping to develop and then in approving the plans of district centers. These libraries are to get substantial state funds, over and above what other libraries get, to advance service throughout their districts. State personnel with statewide experience can actively advise on such plans. Beyond that, the State Library has a responsibility to see that full return is obtained from state monies. A basic five-year plan prepared within each district, with state advice, should be formally approved as the working document for district development. These plans will not be the same from district to district, and a stereotype should be carefully avoided, but they must set down clear steps towards approved statewide standards. Then there should be an annual review—not just a routine approval, but a two-day review in the library, involving trustees, the district advisory board and local librarians, as well as the District Director, and also involving both the field consultant for the district and the State Librarian or Director of the Library Development Bureau. This will be an opportunity to note progress, to discover unproductive activities and to adjust the five-year plan as necessary. An annual certification of approval by the State Library should be required before district state aid for the following year is paid.

The following list of present and potential areawide services of centers suggests the wide scope of possibilities from which an appropriate package can be made for each district:

1. Consultation on new county library agencies
2. Individual professional consultation in local libraries
3. Local development of "special" services—pre-school, children's, adolescent, adult education
4. In-service training of groups of local librarians
5. Orientation sessions for trustees
6. Appraisal and weeding of local collections
7. Rotating and pool collections for supplementing local resources
8. Provision of special materials, such as films, recordings, art works
9. Inter-library loan from district collection
10. Inter-library reference from district staff
11. Bibliographic records and guides to resources in the district
12. Central storage of less-used materials
13. Book discussion meetings
14. Provision of selection guides
15. Publicity on library matters for the whole district
16. Posters and exhibits for local use
17. Book fairs, cultural festivals for the district
18. Group purchase of supplies and equipment
19. Photo-copy service

All this relates to inter-library cooperation and coordination among local libraries under the initiative of the district center, separate from direct book use, reference and circulation service for the reader who goes directly to the district library (for these services see Chapter VII). The goal is to reinforce smaller libraries which, standing alone, face severe limitations in meeting the needs of their patrons, but which under the coordinated district program can draw on much wider resources to come distinctly closer to their goals.

V. INTER-LIBRARY LOAN

Obtaining of needed materials from other sources for a brief loan period is a long-standing practice among libraries. It is one of the most tangible of cooperative activities, and one that is much appreciated by readers. From the governmental and administrative standpoints, it requires very little reorganization or new organization. At least this part of a statewide cooperative plan should be made to function well, which means accurately, rapidly and equitably.

Here is how it works. Local libraries which cannot provide material requested by readers send an inter-library order to the nearby district library. Under the Pennsylvania plan such requests from local libraries have more than doubled in eight years. The requests are filled if possible from the district collection, and in general the district centers do so for over two-thirds of the requests, and get the material back to the requesting library fairly promptly. As planned, the district centers take the first wave of inter-library demand.

Unfilled subject requests then go on to the regional resource center having responsibility for that topic, and all others go to the State Library. Actually the number of requests to Harisburg has decreased in recent years, although the level and complexity of items requested has increased. The State Library in a sample period acted on just over 50 percent of the requests received in one day (that is, same or following day) and on 40 percent more within one week. Most requests not filled from the State Library collections are checked by teletype with the Union Library Catalogue of the Philadelphia Metropolitan Area for alternative locations, which is able to supply locations for 80 percent of the referrals.

Put this way, the inter-library loan program appears to be a smooth and efficient service. There is no doubt that it is valuable. It is precisely because of its value that is should be made to deliver at a high level. A close tracing of how it actually functions, starting from the local request on to the delivered book, shows various uncertainties and delays, many of which can be corrected.

For inter-library loan to work effectively, several inter-related conditions must apply:

1. Potential users must know that the privilege exists (psychological accessibility).
2. There must be some conception of what is available (bibliographical accessibility).
3. What is needed must be obtainable expeditiously (physical accessibility).

The use of inter-library loan by individual Pennsylvania libraries and by library districts is most uneven. While some variation is natural, because communities vary and both local and district resources differ, the differences are great even between two nearby small libraries serving similar communities and with similar collections, one requesting a few books a year, the other 100 or more. A sample check among adult users of local libraries showed an average of seven percent who had ever used inter-library loan, with a variation from three percent to 10 percent. As between districts, the rate of use of inter-library loan by local libraries varies in ratio of one to ten—thus, three districts (Reading, York and Washington) show requests at the rate of 1.0, 1.1 and 2.3 per 1,000 people served, while three other districts (Johnstown, Williamsport and Warren) show requests at the rate of 12.2, 12.4 and 15.7 per 1,000 people served.

Inter-library loan is an asset to Pennsylvania libraries, but it is clear that in some districts the staff does not promote the service and potential users do not know about it. And because some libraries do not take advantage of the privilege, unit costs for inter-library loan tend to be high, in that the existing machinery is not used to capacity.

Uncertainties as to what can be obtained and how to proceed were evident in visits in local libraries. Some local personnel say they still hold back on requests because they feel they are imposing on the district centers—yet the centers receive state money to give precisely this service. Others are confident in pushing author-title requests but unsure on subject requests. Some local librarians are most uninformed about inter-library loan; several were encountered, for example, who did not know what the Philadelphia Union Catalogue is that they are asked to check on the inter-library loan form—and these were in the eastern part of the State, not too far from the Catalogue. In a few cases, fees are extracted for inter-library loans. Policies and procedures are not clear or codified. Some local librarians send all or most requests to the district centers, while others send there "only if we think they have the book," and these variations may be within the same district. Some district centers in turn forward requests they cannot fill directly to the State Library, while others return them to the requesting local library ("They can mail the slip to Harrisburg as easily as we can."), thus adding two days, extra handling and extra postage to the process. Fifty-seven percent of requests arriving in Harrisburg still come directly from local libraries.

At the State Library, while handling of requests is fairly prompt, only 43.1 percent are filled. 13.9 percent go unfilled or are long delayed because the material, while in the state collection, cannot be located. The remaining 43 percent of requests are for titles not in the state collection. Two-thirds of the unfilled requests are checked with the Union Catalogue and/or referred to other libraries, while the remainder are returned to the requesting libraries because they had not asked on the request slip for action beyond the State Library.

All in all, almost one-fifth of requests originating in local libraries are never filled. Of those that are filled, the average time from request to delivery of material is nine or ten days. These figures are fairly close to those found in New York and California.

A few enterprising district librarians have found ways to speed up the process: by encouraging local libraries to phone in requests (by mail a slip from even a few miles away usually takes two days), by phoning requests in groups on to the State Library (thus saving two to three days more), even by having titles in speedy demand sent back by bus. Communication must be speeded as between the district centers and the State Library. Teletype, as one alternative, is increasing rapidly in cost, but may still be justified. Of greater promise is facsimile transmission, which permits immediate receiving of requests and sending of pages from books or other sources, without the slow trip back and forth through the mails. Some expenditure of state and district money for rapid communication is necessary and justified. At present a useful service, in which the time factor is important, depends on a communication system geared to leisurely correspondence.

As to inter-library *reference,* the volume of request is relatively small. Evidently most local libraries, if they cannot handle a reference request, either leave it unanswered, or suggest that the inquirer go directly to the district center, or seek to locate the name of a suitable book so that the request can go into the inter-library loan pipeline—but they usually do not pick up the telephone and call the district center in order to get an immediate answer. A few district librarians encourage inter-library reference by phone by offering to pay for telephone calls from local libraries for the purpose. On the whole, district libraries are not yet thought of as information centers for their territories.

Analysis of a sample of inter-library loan requests indicates that more than half originate with students. Here is another point where the question of attitude or policy toward student service arises. At present these requests are usually accepted, sometimes with reluctance. The logic of the situation calls for one of two clear-cut approaches: either officially cut back or cut off student service and put it completely on school and college libraries, thus making it possible with present public library funds to begin to do an adequate job for the rest of the community, or accept the student responsibility, plan for it, and get funds to carry it out along with other services. This report advocates the second alternative—recognition of a legitimate but expensive student use of public libraries—so long as a sound division of responsibility can be worked out, with school libraries carrying the load for frequently-used curriculum-related materials, and the district library for (a) specialized subject and reference materials that are needed for more advanced students individually and that cannot be stocked in each school library, and (b) recreational materials over the wide range of personal and cultural interests. The district centers are to become the second-level resource standing behind all libraries in the district, and cutting across type of library lines, with the district libraries to receive additional state funds for the purpose.

Proposed lines of action

1. Inter-library loan from district libraries to be made available to school and college as well as local libraries, for title requests and subject materials not typically found in small school and community-college collections.
2. Committee composed of district librarians and members of state staff to codify approved inter-library loan privileges and procedures; the working code need not present hard-and-fast procedures as much as clear principles, with the rationale behind them, and which any Pennsylvania library and reader can understand and expect.
3. Inter-library loan code to be issued in manual form and made available to all local libraries, school and college as well as public.
4. Improved direct communication facilities as between all district libraries and State Library to be studied for alternatives as to cost and suitability, first attention being given to facsimile transmission.
5. Provision for and encouragement of inter-library reference within districts, usually by telephone, to be part of district-wide program to be submitted by district libraries to the state as a prerequisite for increased state financial aid, with the cost of district telephone calls for reference purposes to be borne from district aid funds; district libraries to be information centers for their regions.

6. Inter-library loan policy and responsibility at the several levels of library organization to be clarified and developed along the following lines:
    a. local libraries expected to furnish more popular titles of the last five years and basic sources for student and adult reference; other materials to be requested from district centers, or in case of very specialized items, directly from regional resource centers.
    b. district centers expected to furnish standard subject materials, indexed periodicals for at least ten years, and information and bibliographic sources in some depth; other materials to be requested from regional resource centers or State Library.

VI. THE LIMITED SOCIAL BASE OF THE PUBLIC LIBRARY

Records of use and surveys of library users in Pennsylvania indicate that the public library reaches primarily three groups in the population:

a. children in the early years after they learn to read
b. students at the high-school and college levels
c. adults who have attended college and who have developed the habit of systematic reading

Together these groups comprise over 90 percent of the library clientele.

This leaves out the bulk of the adult population, both those who are not highly educated and those who are not systematic readers despite college attendance. As a result, a study commissioned by the State Library and conducted by Pennsylvania State University found distinctly limited impact of the library in a sample group of communities.[1]

The motivation of the young readers is fairly evident: their curiosity prompts them to explore the world through print even as they do through the senses and through personal contacts. Students read either by inclination or by duress as part of their formal studies. At the adult level, one or a combination of several motives presumably applies:

a. desire for understanding as citizens, whether in such a world-wide problem as peace or in a more circumscribed local issue
b. need for information, whether on a large business question or a specific personal matter
c. strong subject interest, whether in a long-past history or the newest discoveries in biology
d. a genuine cultural interest, whether in the contemporary novel or ancient arts
e. diversional or recreational interests

The programs of the public libraries, the stronger as well as the weaker units, assume that some sizable portion of the adult population has such motives. The hard fact is that interests strong enough to carry the individual beyond the newspaper, the mass-circulation magazine and the television screen are uncommon, in Pennsylvania as elsewhere. With present passive programs the public library reaches no more than ten percent of the out-of-school adult population.

No conceivable extension or modification of service is likely to reach all or most adults. But there is evidence of latent interest on the part of many people —in questions of family life, of citizenship, of culture, of personal concern. The individual wishes he had appropriate material to serve his interests—the library only a short distance away has or could acquire appropriate resources. But the two do not make contact. The public library lacks outreach, and the gap remains. Where the need on the part of the individual is for information rather than the reading of books as such, the potential clientele of the library extends well beyond habitual readers.

This is not a matter of structure or size, but of conception of role and purpose on the part of librarians. Very occasionally the surveyor comes on Pennsylvania libraries that are reaching out—to alert adults, to the business community, to organized groups, even to the culturally disadvantaged. With such outreach, the agency begins to realize its potential as the means by which many individuals, whatever their background, grow towards full stature. It is easy for a public library to contact those who systematically seek out printed resources; it takes an extra measure of professional imagination and flexibility to reach out to those who have half-formed interests and limited knowledge of materials that will serve their needs.

The public library can wait upon the exceptional person who bridges the gap between himself and recorded knowledge, or it can seek itself to help close the psychological gap for a wider segment of the population with a positive program of stimulation and guidance. No state legislation as such nor any cut-and-dried formula will achieve this, but the social base and impact of the library can be extended by means of a combined sense of educational purpose and of human contact, and it should be so extended in Pennsylvania if the library is to realize its full potential.

Resources other than books can also widen the social base and impact of the public library. Some people, for example, respond more to films than to books. Others, while obtaining the books they need from non-library sources, come to depend on the library for periodicals and journals other than the mass-circulation titles, or for recordings. Still others, who in the past have seldom used printed material, now are finding value in programed resources in such fields as languages, mathematics, and vocational skills.

However, only a small number of libraries in Pennsylvania have systematically acquired non-book materials. Even at the level of district centers such provision is most spotty; as shown in Table 5, less than half of these presumed strongpoints come up to minimum levels for magazines, films or recordings. As to local libraries, even for recordings, which are most widely provided and the least expensive for libraries to purchase, 79 percent make no provision at all. Where magazines are provided to any degree, they are thought of as supplements to the book collection, and usually confined to titles in the standard indexes, rather than as a vast range of literature in its own right. When one goes a little further afield—to programmed materials for example, or prints of works of art—it is indeed a rare library in Pennsylvania that has even considered branching out this far.

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[1] William R. Monat and others. *Study of the Impact of Library Services in the Medium-Sized City.* 1966.

Table 5. *Non-Book Holdings of District Libraries*

Resources	*Number of Libraries*
Holding 300 or more periodical subscriptions	9
Holding 50 or more films	7
Holding 1,000 or more phono recordings	10

Librarians in the field often refer to the various non-book sources as "frills" or "extras", and imply that they might consider purchasing them if all possible books could first be obtained. This attitude stands in revealing contrast to the view of certain social critics, who see the book as passé.[2] Both positions are extreme, as evidenced on the one side by the librarians' formal professions of faith in the library as a place of more than books alone, and on the other by the steady stream of books announcing the demise of the book.

A study was conducted of audio-visual resources of Pennsylvania in 1965,[3] which in turn drew upon a Pennsylvania Library Association committee plan prepared in 1964.[4] Both noted the considerable degree of film resources at the Pennsylvania State University and the Free Library of Philadelphia, and proposed a development plan calling for the four regional resource center libraries to share responsibility in this field, with close connections with the district libraries. This regional level approach is all to the good, but some films—those used frequently by business and community groups—should also be available at the district level. When it comes to non-book sources other than films—particularly those for individual use, such as periodicals, recordings and programmed materials, which for the most part are for general readers and students rather than falling at the resource center level of "research" or "specialized" resources—these should be available within districts and therefore within direct reach of the individual user.

Proposed lines of action

1. Each public library district center and multi-county intermediate unit to establish a position of adult service librarian, to engage in and promote educational programs in the widest sense, conceived broadly enough to encompass constructive and satisfying leisure as well as more traditional educational pursuits.
2. Library Development Bureau of State Library to establish a senior specialist position in library adult education, parallel to the counterpart positions at the district level.
3. Experimental projects to be conducted with state and federal funds in adjusting and bringing library service to disadvantaged neighborhoods in larger cities, which usually will mean moving out of library buildings and into closer contact with under-educated people.
4. Audio-visual resources to be extended at the state, district, and local levels on a cooperative basis and with wide publicity given to the material acquired.
5. Specifically, the plan developed for statewide provision of educational films should be implemented, starting with the two strong collections in the Free Library of Philadelphia and Pennsylvania State University, with the 50 most used films owned and held in each of the district center libraries.
6. An inter-district committee on non-book resources to study need for and build up suggested acquisition lists in (1) phono recordings, (2) programmed materials, and (3) quality reproductions of works of art.
7. Sustained in-service training program in adult education for professional librarians to be commissioned from the two accredited library schools, to add and strengthen this dimension of public library service that has been in eclipse.

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[2] Marshall McLuhan. *Understanding Media: The Extensions of Man.* McGraw-Hill, 1964.

[3] Harold Goldstein. *A Strengthened Audio-Visual Program for Pennsylvania.* 1965.

[4] George Holloway. *Film Service Development Program for Pennsylvania Libraries.* 1965.

VII. DISTRICT CENTERS AS STRONG POINTS FOR SERVICE

State aid for district resources and service has been going to twenty-four public libraries and five college libraries. The aid did not reach the recommended amount until this year. At the same time, the larger libraries have received several hundred thousand dollars in district aid over five years, and even the public libraries in districts with the smallest populations (Chambersburg, Easton, Williamsport, Warren) have received well over $50,000. What has been accomplished with this money?

Most of it has gone into building up of collection and staff of the district libraries. These strengthened resources have been available for use in the building by district residents. Actually the same privilege existed before the 1961 Library Code, but now the district libraries are compensated for this out-of-city use. Circulation service from the district collection has not been made available without charge to persons outside the central city, except in unusual circumstances. Only a small fraction of the time and money has gone into district-wide cooperative and coordinating activities, as reported in the preceding section of this study.

Resources of the district libraries show improvement in the five-year period. The first of the attached tables (Table 6) shows degree of achievement by public-library district centers on a series of ten standards promulgated in 1958. On most standards three-quarters or more of the district libraries have reached the level designated eight years ago.

Despite this improvement, some district centers—too many for the good of the Pennsylvania library plan—show distinct shortcomings. There are eight libraries that still do not achieve more than half of the 1958 standards (Aliquippa, Altoona, Chambersburg, Easton, Harrisburg, Monessen, Norristown and Pottsville). Perhaps as good an indicator as any is the fact that the salary of the district director was less than $10,000 in 13 of the 23 public libraries serving as district centers in 1965.

On an adjustment of standards to meet present and emerging demands in 1967, only six out of twenty-three district public libraries come up to more than half of the necessary standards (see the second of the attached tables, Table 7). The differences in minimum standards for district centers set down in 1958 and now in 1967 are summarized below:

1958 Standards

Operating budget of $100,000 or more per year
At least $2.00 per capita
Collection at least 75,000 volumes
Additions of at least 5,000 volumes per year
Subscribe to 250 or more periodicals
At least one staff member for each 3,500 served
At least 7 professional librarians on staff
One or more reader seats per 1,000 population

1967 Standards

Operating budget of $150,000 or more per year
At least $3.00 per capita
Collection at least 100,000 volumes
Additions of at least 5,000 *titles* per year
Subscribe to 350 or more periodicals
At least one staff member for each 2,500 served
At least 8 professional librarians on staff
Two or more reader seats per 1,000 population

A series of tables (8 through 13) show the distribution in 1965 of the district centers (i.e., the 23 public libraries that served in this capacity in 1965) on several criteria of size and strength. Six had budgets of less than $100,000; seven provided less than $2.00 per capita; eleven had collections under 100,000 volumes in size; five did not add as many as 5,000 volumes in a year; ten had fewer than 250 periodical subscriptions; and six had less than 5 professional staff members.

On holdings on a reference list of 318 basic titles, 14 of the district centers hold as much as 75 percent of the list—on a parallel list of 359 periodical titles, only six district libraries hold as much as 75 percent. In a group of nine checklists of recent books on topics of current interest (child development, modern drama, educational trends, Great Society programs, homes and gardens, man in space, population crisis, religious issues and Southeast Asia), only 12 of 29 district centers held as much as one-half of the titles on four or more of the lists. It is clear that very substantial development is necessary in the district-center collections.

TABLE 6

DISTRICT—LIBRARY PERFORMANCE ON TEN 1958 STANDARDS

(Excluding College and University Libraries)

	1	2	3	4	5	6	7*	8	9	10	
District Libraries	Budget $100,000 or more per year	At least 2.00 per capita support	Collection at least 75,000 volumes	Add at least 5,000 volumes per year	Subscribe to 250 or more periodicals	At least one staff member for each 3,500 served	At least 7 professional librarians on staff	Have both reference librarian and children's librarian	Own Building constructed or remodeled last 25 years	One or more reader seats per 1,000 population	TOTAL
Aliquippa		X				X		X		X	4
Allentown	X	X	X	X	X	X	X	X	X	X	10
Altoona	X			X	X			X			4
Bethlehem	X	X	X	X	X		X	X	X		8
Chambersburg		X				X			X	X	4
Easton			X	X		X		X		X	5
Erie	X		X	X	X		X	X		X	7
Harrisburg	X	X	X					X	X		5
Johnstown	X	X	X	X	X		X	X	X		8
Lancaster	X		X	X			X	X	X		6
Monessen				X		X			X	X	4
New Castle	X	X	X	X		X			X	X	7
Norristown		X				X		X	X	X	5
Philadelphia	X	X	X	X	X	X	X	X	X		9
Pittsburgh	X	X	X	X	X	X	X	X	X		9
Pottsville		X	X			X			X	X	5
Reading	X		X	X	X		X	X			6
Scranton	X	X	X	X	X	X	X	X	X	X	10
Warren	X	X	X	X	X	X		X	X	X	9
Washington	X	X		X	X	X	X	X	X	X	9
Wilkes Barre	X	X	X	X		X	X	X	X	X	9
Williamsport	X	X	X	X	X	X		X	X	X	9
York	X		X	X	X		X	X	X	X	8
TOTAL	17	15	17	19	13	15	12	19	18	15	

* Positions classified as professional, not necessarily filled by professional trained persons.

TABLE 7

DISTRICT—LIBRARY PERFORMANCE ON TEN 1965 STANDARDS

(Excluding College and University Libraries)

District Libraries	1 Budget of $150,000 or more per year	2 At least 3.00 per capita support	3 Collection at least 100, 000 volumes	4 Add at least 5,000 titles per year (estimated)	5 Subscribe to 350 or more periodicals	6 At least one staff member for each 2, 500 served	7* At least 8 professional librarians on staff	8 Have 2 reference librarians & children's librarian	9 Own Building constructed or remodeled last 25 years	10 Two or more reader seats per 1, 000 population	TOTAL
Aliquippa		X				X				X	3
Allentown	X		X	X		X	X	X	X		7
Altoona											0
Bethlehem	X		X						X		3
Chambersburg		X							X	X	3
Easton						X					1
Erie	X		X	X	X		X	X			6
Harrisburg	X		X	X					X		4
Johnstown	X						X		X		3
Lancaster	X		X	X			X		X		5
Monessen				X		X			X	X	4
Newcastle									X		1
Norristown									X		1
Philadelphia	X	X	X	X	X		X	X	X		8
Pittsburgh	X		X	X	X	X	X	X	X		8
Pottsville		X				X			X		3
Reading	X		X	X			X				4
Scranton	X		X				X	X	X		5
Warren		X	X			X			X		4
Washington	X	X				X	X		X	X	6
Wilkes Barre	X		X			X	X		X	X	6
Williamsport	X		X	X	X				X		5
York					X		X	X	X		4
TOTAL	13	6	12	9	5	9	11	6	18	5	

* Positions classified as professional, not necessarily filled by professional trained persons.

Table 8. *Total Expenditures of District-Center Libraries—1965*

Amount	*No. of libraries*
Up to $100,000	6
$100,000-$200,000	9
$200,000-$500,000	6
$500,000 or more	2

Table 9. *Per-Capita Expenditures of District-Center Libraries—1965*

Amount	*No. of libraries*
Under $2.00	7
$2.00-$2.99	10
$3.00-$3.99	4
$4.00 and over	2

Table 10. *Size of Collections of District-Center Libraries—1965*

Volumes	*No. of libraries*
Under 50,000	3
50,000-99,999	8
100,000-199,999	9
200,000 or more	3

Table 11. *Acquisitions of District-Center Libraries—1965*

Volumes Added	*No. of libraries*
Less than 3,000	1
3,000-4,999	4
5,000-9,999	8
10,000 or more	9
Information not available	1

Table 12. *Periodicals Received by District-Center Libraries—1965*

Subscriptions	*No. of libraries*
Under 250	10
250-499	11
500 or more	2

Table 13. *Professional Staff of District-Center Libraries—1965*

Professional Positions	*No. of libraries*
Less than 5	6
5-9	7
10-19	8
20 or more	2

The college and university district centers show up relatively well on the checklists, by virtue of the natural strength of their collections. However, they have not built up resources for the general public outside of academic subjects—that is, they lack resources in applied technical topics, home and parent materials, hobby and handicraft materials, resources for businessmen, children's books, etc. Further, use figures show that they are used less, and from a more limited distance, than are public-library centers.

Performance on a sample of 15 actual reference questions, ranging from elementary to difficult, was tested in 23 district centers. For questions for which a likely source was self-evident, performance was consistently high. Evidently the district centers can handle routine reference questions with relative ease. Where currency of information was important, performance was distinctly uneven; for example, figures for the most recent estimate of U. S. population varied by some three million among different libraries, while half of the libraries missed on a question involving a fairly recent change in the Australian monetary system. The district reference staffs do not show consistency in supplying the most recent data when asked for up-to-date information. Two-thirds of the district libraries did not suggest referral of any of the questions to other sources, although they left some inquiries unanswered. From this field test it would appear that many district centers are not yet really tied into a reference network, but think of themselves as the end of the line insofar as reference inquiries are concerned.

A separate study of use of public library district centers shows that they are used to a significant extent by readers from outside of the city in which the district center is located. This is an important finding, because one of the assumptions in the Pennsylvania plan is that people will go some distance for a higher level of service. It is worth looking for a moment at the evidence which leads to this conclusion.

Ten district centers were included in a special use study. Table 14 shows that in four of the ten, more than 40 percent of the users live outside the central city. In seven of the ten, more than one-quarter come from outside. In two instances less than 20 percent are non-residents. Overall, based on this sample of ten libraries, it appears that not quite one-third of the present users of district centers live outside the central city.

Table 14. *Non-Resident Users of District-Center Libraries*

District Center	*Percent of users who are non-residents*
Allentown	17.1
Altoona	13.4
Erie	22.5
Johnstown	39.6
Lancaster	54.5
Pottsville	44.4
Scranton	29.2
Warren	27.4
Wilkes-Barre	49.2
York	49.2

Turning this around, and going to users of *local* libraries, sample interviews showed from 28 percent to 43 percent who had ever used the district center, depending on the individual district. From 18 percent to 28 percent had used the center in the last year. Generalizing from these figures, for an "average" district with 200,000 people living outside the central city, approximately 7,500-8,000 people use the district-center library directly in the course of a year, approximately 10,000 (some 5 percent of the non-resident population) since the district-center program began six years ago (the calculation being made by (1) reducing the 200,000 by one-quarter to eliminate younger children who cannot readily get to the central city, (2) taking the average of about 20 percent of high-school students and adults using the local library with some regularity, and (3) using the interview evidence of one-quarter as the percentage of local users who get to the center in the course of a year and one-third who have been there at any time since the program began).

This degree of use is occurring despite the fact that many of the centers have not systematically and regularly publicized the availability of the district library throughout the area, many have no noticeable notification or indication when the out-of-city reader comes to the center that he is welcome there, and few have a folder or other printed notice of the role and service of the center. Spot-checking of a sample of users in local libraries, in several districts, revealed that 40 percent to 50 percent did not know of the district center program nor of their right to use it. Local librarians typically mention the district center to local readers, if the individuals ask for material not in the smaller collection, but seldom do they actively promote use of the district resource. If half the people using local libraries do not know about their district center, it is clear that the percentage is much higher in the population as a whole.

The study shows that 56.7 percent of the users of district centers are students. In two cases (Pottsville and Wilkes-Barre) the percentages actually went over 70. This predominance of students is reflected also in the age distribution of "adult" patrons of the centers: just about one-half are in the 15-19 age group (49.4 percent), while readers from 20 and all the way up comprise the other half.

Use from out in the district falls off rapidly after about 30 minutes travel time and is almost nonexistent beyond 45 minutes travel time. The figures are shown in Table 15. Translating this into distance, very few of the users come from more than 20 miles. The evidence did not show any greater distance of travel where district centers are adjacent to superhighways, the Pennsylvania Turnpike and its northern extension. Nor was there any evidence to show that people travel any further in sparsely-settled open country to get to a stronger library.

Table 15. *Time Travelled By Users of District-Center Libraries*

District Center	*Percentage Travelling 30 Minutes or More*	*Percentage Travelling 45 Minutes or More*
Allentown	7.2	2.6
Altoona	5.9	1.6
Erie	7.3	2.8
Johnstown	8.6	1.0
Lancaster	5.7	1.6
Pottsville	6.9	1.7
Scranton	9.8	1.5
Warren	2.8	1.2
Wilkes-Barre	9.9	3.3
York	7.6	3.3

These findings on time-distance travelled to district centers serve to identify an unjustified assumption in the 1958 report. The one-hour, 25-30 mile figure used there was overly optimistic. Actual use would support, on the outside, a 45-minute, 20-mile limit. This means that there are gaps between the 29 district centers as established. Table 16 shows by county some 945,000 people who for all practical purposes have not had reasonable access to the higher level of intermediate or district service which is central in the Pennsylvania plan.

Table 16. *Population Beyond 45 Minutes from District Centers—By County*

County	*Total Population, 1960*	*Population More Than 45 Minutes From District Center*
Allegheny	1,628,587	18,718
Armstrong	79,524	13,743
Bedford	42,451	33,379
Bradford	54,925	44,893
Butler	114,639	61,343
Cameron	7,586	7,586
Carbon	52,889	31,836
Centre	78,580	7,014
Clearfield	81,534	75,573
Clinton	37,619	13,871
Columbia	53,489	32,212
Crawford	77,956	71,220
Cumberland	124,816	2,646
Dauphin	220,255	15,636
Elk	37,328	37,328
Fayette	169,340	51,325
Forest	4,485	2,248
Franklin	88,172	5,978
Fulton	10,597	7,992
Greene	39,424	21,140
Huntingdon	39,457	29,070
Indiana	75,366	1,375
Jefferson	46,792	14,438
Juniata	15,874	15,874
Lebanon	90,853	71
Luzerne	346,972	47,366
Lycoming	109,360	2,009
McKean	54,517	45,003

County	*Total Population, 1960*	*Population More Than 45 Minutes From District Center*
Mercer	127,519	26,286
Mifflin	44,348	11,602
Monroe	39,567	9,663
Perry	26,582	8,939
Pike	9,158	9,158
Potter	16,483	16,483
Schuylkill	173,027	18,568
Snyder	26,922	3,600
Somerset	77,450	26,999
Sullivan	6,251	6,251
Susquehanna	33,137	19,371
Tioga	36,614	7,191
Union	25,646	1,938
Venango	65,295	44,739
Wayne	28,237	9,810
Westmoreland	352,629	10,434
Wyoming	16,813	3,472

The special study also asked users of the centers whether they found what they came for. An average of 15 percent report lack of satisfaction, the range for individual libraries being 9 percent-26 percent. The 15 percent figure would not be excessive, if the district centers made full effort to get materials from other sources when not available in the center collections. The district center where the dissatisfaction rate went beyond 25 percent (Altoona) should take special steps to determine the causes.

Proposed lines of action

1. State aid to district centers to be increased (see Chapter on Finance) in order to:
   (a) provide circulation service throughout the districts
   (b) provide designated materials and services for students, to be worked out by joint planning with school and college authorities.
2. Each district center to prepare a five-year program showing how, with state aid, it will fully achieve standards for centers and meet the needs at this level for a sound and coordinated program in its district.
3. Organized and active Advisory Boards to exist in each district, composed of librarians and trustees in the district, the advisory group to act upon the five-year district plan for coordinated facilities and services.
4. Districts with collections under 100,000 volumes to be given extra book grants of 10 cents per capita for all persons in the district for two years to strengthen the district collection (applies to 11 libraries).
5. Sub-centers to be interspersed at points where travel time to existing centers exceeds 45 minutes (possibilities are Pottstown, Stroudsburg, Hazelton, Bloomsburg, Towanda, Mansfield, Coudersport, Dubois, Lewistown, Uniontown, Butler, Oil City and Bradford). These locations would *not* be built into district centers by any means, and they would not get direct district financial aid. The present established district center, working with its Advisory Board, would allocate a sum of money to be used for:
   (a) strengthening of reference and periodical holdings in the sub-center.
   (b) provision of direct telephone tie-lines for immediate communication of reference inquiries, inter-library loan requests, and ordering of rapid photo duplication service.
   (c) rapid delivery service, either daily or three times per week from district center to sub-center (Wilkes-Barre to Hazelton, Erie to Meadville, etc.); use of local regularly-scheduled buses a practical possibility for this purpose.
   (d) sustained publicity in sub-center areas (which really have been outside the district program these past five years) so that readers will know that the nearby sub-center can now tie them into the district and state-wide program.
6. Discontinuation of the college and university libraries as district centers per se. District aid to go to new inter-county intermediate library authorities in these areas. The intermediate authority in turn could contract with selected libraries, college or public, to provide the district subject collection, and compensate the selected units for this service (for example, Pennsylvania State University, Indiana University, and Clarion State College might well continue under contract to provide the district collection, whereas in the north-central area, Williamsport Public Library might perform this service, with sub-centers in Mansfield and Towanda, and in the central Susquehanna area some combination of Bucknell University and the Sunbury Public Library might be worked out for the purpose by the inter-county intermediate library authority in the area).
7. Renewed and intensive publicity programs to be carried out in all areas for district services. At the end of two years, sample checks to be made to see whether most people in the district are aware of the program.
8. As state aid to district centers increases, State Library and the Governor's Council on Library Development to adopt more explicit standards and regulations for district centers, applying to (a) building of collections, (b) strengthening of staff, (c) inter-library loan and reference, (d) cooperative and coordinating activities throughout the district, (e) provision of substantial book pool for long-term loans to small libraries, and (f) public information about the total program. The purpose is not to fit all centers into a single mold, but to ensure planned and steady programs in all centers as a result of state-aid funds.
9. Visiting team—composed of two "outside" consultants and the Pennsylvania State Librarian and Director of Library Development—to spend two days together in each of the weakest half-dozen district centers, conferring with the Board and staff, and helping to get started on planning of five-year program. Federal funds should be used during 1967 for the purpose.
10. Inter-library circulation service throughout districts, involving all libraries receiving state financial aid, to proceed in two steps: (1) provision of circulation service by district center libraries to all residents of district (Recommendation 1a above), and (2) district-wide recognition of library card issued in any library in the area, with the district center holding a small sum of its state aid as a district center to compensate any individual libraries that have a debit balance (i.e., more circulations to out-of-city residents than circulations by in-city residents from other libraries) of more than 500 circulations, compensation to be in the range of $.20-$.25 per circulation (circulation per se is likely to cost $.06-$.10 per unit, plus prorated cost of original purchase and preparation of the item circulated).

District centers in the two large *metropolitan concentrations,* around Philadelphia and Pittsburgh, present a special problem. These two areas contain almost half the people of the State, and the proportion is increasing. They now have 8 of the 29 district centers.

The designated libraries, such as Norristown in the east and Aliquippa in the west, while stronger than many of the nearby small installations, do not necessarily stand out sharply from other established suburban libraries in their areas. For some suburbanites there is no clear advantage in making the trip to the district building. Others, for whom there would be an advantage, do not customarily make a lateral trip across the suburban area, but rather, following the major lines of traffic, move in and out from the city center. A person living ten miles from Williamsport, for example, has no choice except the district center itself if he seeks more extensive shopping or professional services, including library facilities; but the suburbanite ten miles outside of Philadelphia may select among the city or any of several suburban centers, as is quite evident in shopping. The existing centers simply do not cover the vast suburban circles around Philadelphia and Pittsburgh. Moreover, these not-so-strong district centers (Bucks County, Norristown, Chester County, Washington, Monessen, Aliquippa) each carry a heavier-than-average population load, and the two large suburban sections are precisely where the greatest population growth is expected to continue in the period ahead. Several of these existing centers in suburban areas are in buildings which are limited in size and not readily adaptable to expansion, and they lack adequate parking. The suburban districts are also the areas of highest educational level, which is correlated with heavier district-center use, so that centers in these areas must have extra strength to meet user demands. A fresh balance in library facilities is needed as between the two major cities and their surrounding suburban areas—or to put it directly, more district centers of greater strength in the two large and growing suburban sectors.

Proposed lines of action

11. Addition of district centers, and realignment of district boundaries around Philadelphia and Pittsburgh, four more around Philadelphia, and two more around Pittsburgh.
12. The number of districts authorized in law must therefore be raised, preferably to 40, to allow for future expansion.
13. The new district centers in metropolitan areas not necessarily to be built up from existing libraries (as has been the case with all preceding centers) because in some sections that need centers there are no likely existing candidates, but rather should in some cases be planned as new buildings and collections, placed at strategic transportation crossroads, and with large parking space; locations in or near very large shopping centers worth considering.
14. Governmentally these additional centers to be integral parts of existing centers or of strong local libraries, either as component parts as in the past or as "branches" of existing centers where necessary.
15. Recommended locations and affiliations of additional suburban district centers as follows:

    Philadelphia area:

    Chester district
    (Northeast of Chester, near Route 13 and projected Route 476; to be a branch of the Chester County District Center Library)

    Ardmore district
    (On or near Route 30, probably built up from the Lower Merion Township facilities, which would then become a district center)

    Willow Grove district
    (South on Route 611; to be administered as regional branch of the district center, the Free Library of Philadelphia)

    Bristol-Levittown district
    (Between the two cities, and north of Route 95; to be a unit within the Bucks County Library)

    Pittsburgh area:

    New Kensington district
    (North of New Kensington; to be administered as branch of the Carnegie-Allegheny County Library)

    Greensburg district
    (West near Route 30 and Greensburg by-pass; to be administered as branch of the Carnegie-Allegheny County Library)
16. Formation of formal inter-district Metropolitan Library Councils in each of the two metropolitan areas, comprising the head of the central-city library, the several suburban district-center directors, the heads of the larger academic libraries, and coordinators of library service in school systems, this group to have responsibility for planning future development of library service on a metropolitan-wide basis.

VIII. STATEWIDE DEVELOPMENT OF SPECIALIZED AND RESEARCH RESOURCES

Step-by-step, this third level of the Pennsylvania library plan has been developing in the past five years. But even more than at the local and district levels, the variety of and need for specialized and research library resources has been expanding in the interval, and the prospect of new informational and communication technology in the next years applies particularly at this level.

The Board of Regional Library Resource Centers was organized in 1962, shortly after the 1961 Library Code was passed. By April of 1962 the four major libraries specified in the legislation had accepted designation as regional centers.

Later in the year the four centers agreed to contribute to the Union Library Catalogue of the Philadelphia Metropolitan Area, and to list currently acquired holdings in that record. The Union Catalogue in substance functions as the recording and location mechanism for the statewide program at the specialized and research level. The State Library turns to the Philadelphia Catalogue when inter-loan requests cannot be filled from the state collection. Locations are provided for approximately 80 percent of the requests coming to it from Harrisburg. The Catalogue serves additional functions: it is checked by the regional centers before purchases costing more than $500 are made, for example, and it distributes lists of requested items that are not located.

The Board of regional centers has developed and adopted areas of subject specialization for the four centers. Lacunae remain in the agreement, and depth of acquisition for which each library is responsible in its designated areas has not been clearly defined as to time span to be covered, serials publications and reports to be acquired, and the like. To a degree, the four collections are being jointly built in the interest of the whole state, and the structure exists for increased coordination of acquisitions.

The Board early issued a "Guide to Lending Practices" (1963) directed primarily at district centers, and more recently (1966) distributed 30,000 copies of a flyer, "From All Points", describing the resources and services of the regional centers. The four collections and the Union Catalogue have been linked by teletype for rapid communication. A "Guide to the Resources" of the centers has recently been completed. For each of the Dewey "Tens" divisions, it provides a brief description (sometimes as brief as number of volumes alone) of the holdings in the four collections.

The Library Code specified $100,000 per year for each of the regional resource centers, to help build agreed specialties and to provide loan of these resources. The first grants were at one-third this level, then one-half, and finally at full level for 1966-67. Prior to this year, each of the libraries received a total of not much more than $100,000 which means that acquisitions have not yet shown wide and marked advance.

Progress is evident at this level. But given the expanding nature of specialized resources, and the increase in number of specialists, the regional program must be intensified and coordination among the four units strengthened. At the same time, new regional possibilities emerge and should be prepared for in the immediate future.

The plan at this level as thus far conceived is limited to four resource centers. Because of the strategic and supplementary nature of the four designated libraries, they should continue to form the base or foundation of specialized library service for Pennsylvania. However, there are many additional collections in the State with genuine strength, which should be added to the structure. There is no reason why the reader should have access to some specialized materials, but not to others. This does not mean increasing the number of formal resource centers, but it does mean drawing additional sources into the orbit of service at this increasingly important and complex level.

One of the benefits of the plan at this advanced level is not only the resources made available but also the specialized subject librarians who are brought into the public service of people throughout the State. Three of the four resource centers have reasonably developed groups of subject librarians for their several specialties, although further staff strength is needed. However, the subject-specialist staff is less developed at the State Library, which carries responsibility for several highly important subject areas but has very few specialized staff positions to select and service materials in these areas. An example of what is needed is the law library position in Harrisburg.

Four or five more high-level bibliographer-reference librarians in the subject areas for which the State Library is designated would buttress a weak point in the line. At the same time, because these people would be in the State Library with its inclusive responsibilities to the State, they could serve as an advisory and planning group assisting the State Librarian and his bureau heads in statewide development work in several strategic subject areas.

Looking to the future, the Pennsylvania library program at the specialized and research level should not only systematically acquire materials and make them available by inter-library loan or photo-copying, as at present, but should also be the central and specialized referral point for very complex reference inquiries. To a limited extent such service is now provided by means of subject requests in the inter-loan system. In the future, communication for this purpose should become more direct and rapid, with the district centers turning naturally to the regional resource center libraries with reference inquiries. The resource centers should be thought of as the apex of an information structure even as they are of an acquisition and inter-library loan structure.

The progress thus far at the research and specialized level has been primarily in the coordinated acquisition and location of resources. For actual physical access to and distribution of these resources, dependence has been upon the traditional inter-library loan system, supplemented to a limited extent with photo-copy distribution. No doubt inter-library loan will continue to play an important role, and as previously suggested should be improved. But fresh thought must be given to opening rapid access to materials at a distance. Here again at the specialized and research level Pennsylvania is still depending primarily on the mails for carrying of whole books or of photo-copied pages. Actually once a page is photo-copied it is no longer unusual or technically difficult to transmit it rapidly to a receiving station at a distance. Facsimile transmission is a reality available now, and it can provide copies of requested sources within minutes—that is, the inquirer in Scranton could have his request go directly to the State Library by teletype or facsimile, and as soon as the material is located from the shelves it could be in a transmitter reproducing in facsimile back in Scranton.

Rapid communication is all to the good, but this still is not the heart of the library function. Libraries exist essentially to assemble the recorded material people need, in anticipation of that need, and to organize the material so that suitable portions can be retrieved when the demand materializes. The most far-reaching technological changes in library service in the 1970's will be in new acquisition, storage and retrieval systems, rather than in more rapid and distant communication of what libraries already have, helpful as the latter will be.

This does not mean the disappearance of the book nor the demise of libraries as we know them. The record in print will still form the background or foundation, the accumulation of past knowledge and wisdom. The new technology will apply more to additional functions which the library has not been providing well: the gathering of near-print and non-published material, and particularly the storage and provision of current information.

The problem will not be so much the assembling and storage of information as such. This can be fed into data banks without difficulty and even without great expense, if all that is wanted is an unorganized pile of miscellaneous facts. The tough job is to index and control the material in machine-readable form so that the particular portions of the data bank needed for a given inquiry can be recovered on demand. In a sense this is a traditional library function, but it calls for significant adaptations and imaginative applications of existing cataloging and bibliographic methods.

It is not too soon for the regional resource centers in Pennsylvania to start planning for this technological development—in fact, more than general planning but actual trying out and checking of possibilities. Here again the State Library must take the lead, in staff, in planning, in experimentation. The Department of Public Instruction has plans for a computer that will have capacity for information storage and retrieval. It will be logical first to put educational data into the system, and here the skill of the librarian as organizer of material will be needed. Pennsylvania libraries, and the State Library in particular, should look for a sector of information to add to this, as an early step toward machine-controlled information resources. Progress is not likely if the whole subject range of knowledge is approached at once, because we do not know how to organize and index this vast bulk. On the other hand, promising work is going on in machine handling of circumscribed bodies of information. A manageable segment must be cut out in Pennsylvania and concentrated upon initially. It is proposed that this be data for social and economic planning in the State, starting with central organization of information being accumulated in the regular course of work of various state offices. The State Library could play a new and valuable role in state government by leading the way in building a central data bank for social and economic planning. If we could get even this segment under computer control, organized so that the inquirer could get both individual pieces and related pieces from several fields and offices, and tied into a rapid communication system, the benefits to planning throughout the State would be immediate and real—and at the same time librarians would learn in the process how to handle wider ranges of information in the future.

Proposed lines of action

1. Doubling of state funds to regional resource centers, to help cope with the growing flood of specialized material.
2. Recognition of the contribution and role of the Philadelphia Union Catalogue in the state-wide program, in the form of legal membership on the Board of Regional Library Resource Centers and in the form of an annual grant of $50,000.
3. Affiliation of several additional libraries with the Board of Regional Library Resource Centers, these affiliations to be selected to fill gaps in the present acquisition program, the affiliates to be given annual grants to help build resources and as compensation for providing inter-library loans; logical first choices are the University of Pennsylvania and the University of Pittsburgh.
4. Centralized cataloging on a regional basis (either two or three regions for the State) to be actively planned, as per the Vann report, and in anticipation of a national program of automated cataloging.
5. Computer storage and distribution of current governmental, economic and educational information to be systematically developed over two-three year period, with the State Library taking the lead and working closely first with its own Department of Public Instruction and also with other planning service and regulatory offices of the state government.
6. Creation of a new senior position (Supervisor level) in the Bureau of Library Development of the State Library, to promote and coordinate regional library activity, including centralized cataloging and machine information provision; this individual to serve as Executive Secretary of the Board of Regional Library Resource Centers.
7. Addition of five subject librarian positions in the State Library, for acquisition in subject fields for which the State Library is responsible, and for subject reader service both in Harrisburg and over the State.
8. Conscious and planned development of the hierarchy of library service in Pennsylvania—local, district, and regional—to serve as a structure for *information* service as well as for inter-library loan service.

IX. STATE LIBRARY

The 1958 report stated: "It is not too much to say that the State Library is the key to the proposed program". The responsibilities placed on the state agency were as follows:

1. Initial promotion of the 1958 program, along with the Governor's Commission.
2. Detailed design of standards and regulations for state aid and for district systems, working with the Advisory Council.
3. Initiation, guidance and continual development of district programs in sections with public libraries serving as centers.
4. Direct administration of extension service in districts served by college-library centers.
5. Verification to see that district centers make progress and maintain standards.
6. Encouragement and guidance of inter-district projects.
7. Chairmanship of Board of Regional Library Resource Centers, and participation in regional structure as one of four specialized and research collections.
8. Strengthening of state collection so that it can carry its share of state-wide demand.
9. Handling of specialized inter-library loan requests that cannot be filled at district level.
10. Promotion of library service for over 2,000,000 people lacking facilities.
11. Demonstration of larger-unit service on a sound basis.
12. Sponsorship of in-service training for personnel in Pennsylvania libraries.
13. Recruitment of fresh professional staff for Pennsylvania through field work and trainee appointments.
14. Establishment and administration of certification for defined levels of library personnel.
15. Administration of state financial aid to local, district and regional libraries.

Just as this grand program was placed on the State Library, federal aid for libraries was substantially increased, adding responsibility for service (Title I) and construction (Title II) projects.

A definite part of the progress of Pennsylvania libraries in the last half-dozen years must be credited to the State Library. The hardheaded appraisal presented here should not detract in any way from that essential contribution.

The agency early organized and promoted the total plan (Items 1 and 2 above). All along there has been a conscious effort to balance state control on the one hand and local and district initiative on the other. While definite attention has been given to district centers (Items 3, 5 and 6), we have seen that much remains to be done before these designated libraries become genuine strong points. The regional level of facility has been steadily developed, although Pennsylvania is still short of coordinated acquisition and full state-wide use of specialized resources (Items 7-9 above). The record is varied on demonstrations undertaken (Item 11), some leading toward sound library service (Bucks County), others toward distinctly weak units (Juniata County). Two listed activities—certification, and extension work in college-centered districts—have not been undertaken at all. Activity relating to personnel (12-13) will be dealt with in a later section.

The major portion of time and attention has naturally gone to development and extension over the state, at the local and district levels. Because of the importance of this work in building the Pennsylvania library plan, its impact and effect were studied with some care.

Put negatively, the state development work has been more reaction than action, more problem-centered than goal-centered. State staff members themselves refer to being "crisis-oriented". In actual practice, a major part of the day-to-day effort of state development personnel has been in response to requests for help from libraries in trouble, and only a minor part has been according to plan and toward designated goals.

The district libraries in particular have not had the steady guidance that the plan requires. State-wide meetings of district heads are held at intervals, but district librarians report limited value in them (at least until quite recently). State staff attend as many district meetings as they can, but more as sources of information than as scouts or guides for a step-by-step program of development. Relatively few selection tools and aids have been prepared for building district collections. Communication has been aided by publication of the bi-monthly "From This Corner", but contact between Harrisburg and the district centers has not been close. Research associates for this study on field visits to district centers found themselves drawn into passing on information about what was happening in other districts.

Some centers had not been visited by a state representative in the year preceding the 1966 field work.

Those centers that are clearly lagging have evidently not been told or warned in any way, although their shortcomings are known in Harrisburg. State consultants are not assigned to designated centers, but go out on call to any point in the state, so that district directors do not have a state representative with whom they can consult and plan on a continuing basis. One cannot get a clear idea from Harrisburg of what the district centers should be doing next; an exception to this statement is the expectation expressed by the State Library at a recent district-heads' meeting that centers would (1) acquire an extension librarian, (2) institute rotating collections, and (3) eliminate any charges to individuals for inter-library loans.

District librarians have different reactions to the situation. Some are pleased with the completely unprogrammed approach on the part of the state, and prefer to be left alone. Others are pointedly critical: "The State Library is too non-directive and undemanding in its approach to the districts", says one, and another refers to "a lack of specific guidelines". District directors who have assumed their positions recently, and did not grow up with the plan, complain that they got very little orientation or briefing when they were appointed.

The role thrust upon the State Library calls for at least three qualities: (1) determination to develop and lead an improving service program, even if this does not always make for popularity, (2) clear-cut and stage-by-stage policies and programs, and (3) qualified personnel in adequate numbers. Because the last has been lacking, the first two are not evident.

The Bureau of Library Development has fifteen authorized professional positions. Three are devoted to administration of state and federal aid. Five positions are currently vacant (all having been so for some time). Of the remaining six positions, only one incumbent has been with the State Library for as much as three years, and three have less than three years of total professional experience.

The strains of seeking to stretch time and energy with a partial staff show in work assignments and internal organization. Despite the shortage of state personnel, reports of their field work show that they go out on relatively specific assignments in local libraries (the 1958 report at more than one point proposes that "a major portion of the extension work of the State Library occur with and through the district centers"—p. 106 and p. 117). At the time of a recent check, two professional people were about to go out for several days to weed a library collection. A six-week record for a period late this last autumn showed more *travel* time than field consultation time on the part of most consultants.

Internally there appear to be unclear lines as to who is responsible to whom in the Development Bureau, and for what. Similarly, standards of performance by state staff are not established, and individuals are not held accountable and periodically evaluated in the interests of a vital program.

A new Director of the Library Development Bureau took office early in 1966. A salary study of state library positions by the state government has resulted in salary adjustments to take effect the beginning of 1967; for example, persons within the Development Bureau responsible for distinct parts of the program (construction, standards and evaluation, and personnel) will be on a $10,954-$14,657 scale.

Back of the question of personnel is that of money. The 1958 report recommended that the state appropriation for the State Library be increased to $800,000 per year (including the Law Library). The appropriation back in 1957-58 was $439,501. For the current year, 1966-67, it is $454,000, an increase of $14,500 over a nine-year period. This 3 percent increase obviously has not kept up with rising salaries or book costs. In terms of buying power, Pennsylvania for its regular library operations in Harrisburg is putting up less money today than it did a decade ago. What has happened is that the state government has adopted a new Library Code and now appropriates over four million dollars per year in state aid for public libraries, but it does not provide money to guide and develop the program. Until it does so, it will not get full return from the annual investment of several million dollars.

Uncle Sam has bailed out the Pennsylvania library program at the level of state administration. Some $260,000 of federal money is currently used for state library salaries and books. It is this that has kept the state part of the enterprise afloat.

In 1958 the State Library was described as "a unit apart in the Department of Public Instruction" and as "an orphan in the educational family". This is no longer true. A recent speech by the Superintendent of Public Instruction sets forth a departmental library policy, for both public and school libraries. The Deputy Superintendent was a regular attendant at meetings of the advisory committee for this study, and offered various suggestions designed to relate the development of public libraries to the total growth of education in Pennsylvania. More concretely, the Department is currently initiating plans for a new building for the State Library, having proposed this as a 1967-69 Capital Fund item in an "emergency memorandum" to the State Planning Board.

Recommendations throughout this report affect the State Library in one way or another. The preceding section on specialized and research facilities designates several lines of action that directly involve the state agency (Nos. 5, 6, 7). Further necessary proposals for the State Library are set forth below.

Proposed lines of action

1. Hard-headed decisions on priorities in whole state library development activity, with emphasis to be upon (1) developing strong district centers, (2) working with new intermediate library units, and (3) further promotion of the regional resource center plan; this means planned withdrawal from local extension work.
2. Commissioning of detachable parts of the state-wide program by contract with special agencies—for example, training with educational institutions, public relations for general public with qualified agency, planning for data processing and centralized processing with computer research groups.
3. Vigorous recruitment of high-level consultant staff by:
   (a) publicizing the Pennsylvania plan among experienced professionals inside and outside the state
   (b) publicizing the new state salary scale
   (c) setting up branch consultant offices in Philadelphia and Pittsburgh for development work in the eastern and western parts of Pennsylvania.
4. Assignment of senior consultant staff to designated district centers and intermediate units on a continuing basis.
5. State Librarian and Advisory Council to review standards and regulations for district centers, and to adopt guidelines calling for progressive development in defined stages.
6. Requirement of five-year development plan from district centers, in line with new guidelines, with annual review in the field of program with assigned field consultant, State Librarian or Head of Development Bureau, and the district director, advisory committee, and local trustees.
7. Consultant staff increasingly to include specialists able to work with larger and stronger district centers and libraries, in such fields as data processing and information handling, efficiency management in libraries, service to low-education communities, and adult and cultural education.
8. Library Development Bureau to include senior position devoted to research library service and data processing (See VIII, No. 6).
9. State Library to have approximately $1,000,000 per year in operating funds within next year or two, covering General Library collection and services, law library, building of regional collection, development activity, and administration of state and federal aid; in early 1970's operating funds should increase by approximately 10 percent per year over the figure above.
10. Internal management policies of State Library to be codified and recorded, showing clear lines of responsibility and authority and specifying performance standards for the several levels of staff.
11. Position of State Librarian should be reclassified at Assistant Commissioner level, commensurate with responsibility for an educational program that serves more Pennsylvanians than any other single educational level or facility, and involving substantial federal as well as state financial aid.

X. LEADERSHIP FOR LIBRARY DEVELOPMENT

No matter what the logic and virtues of a formal program for educational development, such as proposed in this report, progress on it will not occur unless groups and individuals at various levels get up and go to work. The 1958 report called for promotion of the Pennsylvania library plan by individual librarians, the State Library Association, library trustees, lay citizens, The State Library, the Department of Public Instruction, and government officials.

It is interesting to look back to see what the moving forces have been, out of these various possibilities. The Library Code was adopted through the effort of lay citizens, a small number of individual librarians, and the State Library. The Governor's Commission on Public Library Development, which developed into the Governor's Advisory Council, played a strategic role, as did a handful of librarians. The State Librarian, along with a part-time librarian-lobbyist provided by the State Library Association, operated on the scene with the state legislature.

Library trustees as a group had only a limited role at the outset, but have since rallied behind the plan and could be a decisive force in the future. The Pennsylvania Library Association has supported the program and used its meetings to keep abreast of developments. However, the Association has not exercised leadership in (a) planning for further development, (b) actively and continuously promoting the program among its members, or (c) carrying the message out to the public-at-large. The Department of Public Instruction has been only a spectator of the public-library activity until the last year or so, but it has pushed school libraries. The legislature and the political parties take a friendly but passive position on improvement of libraries—that is, they do not oppose them and will take up the cause if enough pressure is exerted, but they do not reach out to this part of the educational program as a positive responsibility of government and of political leadership.

The role of individual librarians has naturally varied from complete dedication to complete indifference. On the whole, at least at the level of most directors of the 200 larger libraries and of professional staff, there is understanding of the Pennsylvania library program, acceptance of it, and commitment to it. Librarians of the smaller libraries show the widest reaction, some considering the district structure a godsend that helps them meet local needs despite limited local resources, others still standing off and suspicious of all the activity. Not very many librarians have vigorously seized the plan as a means for moving steadily forward to clear goals. The district center librarians are a case in point. A few have built up and transformed their service programs, both in the central city and out in the countryside, and they have done so despite the limited funds provided for the purpose. Others have done what they had to do to continue getting district aid: Kept the doors open to people from out in the district, handled interlibrary loans, occasionally held meetings of local libraries.

At present there are varied human resources ready to give a fresh push to library development in Pennsylvania, and if these can be coordinated in a team effort real progress will occur. The State Library and the Governor's Advisory Council are seeking new lines of development—indeed they initiated the present study. The Department of Public Instruction has been showing increasing concern about the library portion of the educational program of the State. The State Library Association certainly has an interest, but its structure and its frequently-changing leadership do not readily adapt to a steady, on-going campaign. The Library Development Committee of the Association is devoting itself to continuing planning, and could be strategic in working out applications and adaptations of the lines of action proposed in this report. The Association is in regular contact with its members, and if it dedicated itself to the purpose could mobilize professional support behind a new surge forward. Potentially the trustees, now more an organized group and with leadership, could be a decisive factor in further progress, for they can stand between librarians on the one hand and the legislature and the general public on the other, pleading as civic-minded and committed laymen the cause of better library service without any implication that what they really want is bigger jobs and increased salaries. If trustee strength is added to professional dedication, the combination will be formidable—if not, the librarians will be at a disadvantage pleading their own cause alone.

Proposed lines of action

1. **Major and concerted campaign to inform Pennsylvanians in general of the possibilities and opportunities of library service needed as much today as it was a half-dozen years ago when the 1961 Library Code was adopted; the period of almost two years before new legislation based on this report can be introduced provides time for mounting an intensive campaign.**
2. **To carry out this campaign, high-powered lay group to be organized for the duration (until revised legislation is passed); the Governor's Advisory Council has properly assumed quasi-regulatory functions and has responsibility for the on-going program and for guiding official adjustments and extensions of the program, and in any case is now identified more as an inside governmental agency than as an outside lay group; fresh energy and exclusive attention should be directed into the two-year intensive campaign of public information about libraries.**
3. **Growing strength of library trustees in Pennsylvania to be capitalized upon, with trustees playing a definite role as the regional and local arms of the new campaign, and as organizers with the Governor's Advisory Council and lay reinforcements of the intensive two-year statewide public information program.**
4. **State-wide campaign to be brought down into localities by means of district and inter-district publicity programs, using the more effective features of recent experiments in Western Pennsylvania and the Norristown district.**
5. **Pennsylvania Library Association, while continuing and strengthening its Library Development Committee for planning purposes, to mobilize its energies and focus its efforts in promoting the Pennsylvania library plan, particularly as modified and extended by this report, among its own membership.**

XI. FINANCIAL SUPPORT FOR LIBRARIES

To carry out the 1958 program, the earlier report called for almost $24,000,000 annually for public-library service. The document stated (p. 123): "It must be stressed that this is for minimum service".

Tables 17 and 18 compare the earlier recommended support with actual current expenditures. The figures for 1965 are firm, while the predictions for 1967 are based on state and federal appropriations for 1967 plus projections from 1965 into 1967 of the 6-7 percent annual increase which has prevailed for local support in Pennsylvania.

Table 17. *Local and State Support of Public Libraries*

Source of Funds	*Proposed in 1958*	*Actual in 1965*
Local	$16,520,000	$15,762,000
State	7,245,400	3,436,000
Total	$23,766,200	$19,198,000

Table 18. *Estimated 1967 Support of Public Libraries*

Source of Funds	*Estimate*
Local	$17,500,000
State (including State Library)	5,400,000
Federal	4,250,000
Total	$27,150,000

In other words, by 1966-67 level of public-library support has just about achieved the minimum figure proposed for 1958. Local funds came up—after eight years—to the proposed amount, state funds are still about two-thirds the earlier recommended figure, and federal money is higher than predicted. Without federal aid to public libraries, Pennsylvania would still be below the sum needed in 1958 to support a minimum adequate service program for that time.

Prices of books and related materials have increased on an average almost 40 percent since 1958 (see Table 19), and the annual surveys of library salaries show roughly the same rate of increase[1]. The earlier program, without regard for additional service demands in the interval, would today require $33,000,000-$34,000,000. Thinking in terms of service standards which were appropriate before the recent intensification of library use by students, the information explosion, and the spread of cultural interests, Pennsylvania is today some $7,000,000-$8,000,000 behind minimum requirements, including federal money. When present-day and emerging needs are brought into the picture, the gap is considerably larger, as described below.

Table 19. *Increased Costs of Books, 1958-1966*[*]

Category	*Average 1958 Price*	*Average 1966 Price*	*Percentage Increase*
Novels	3.90	5.28	35.5
Biography	4.92	7.69	56.3
History	6.52	8.25	26.5
Average	5.11	7.07	38.3

Federal funds, now amounting to $1,950,843 for service and $2,307,860 for construction, have helped to keep the gap from growing larger. Service funds from Washington have bolstered State Library activities and have helped new libraries. Construction funds have prevented the physical plant from falling further behind—that is, the percentage of obsolete buildings in 1965 was about the same as in 1957, rather than being greater because of the intervening years. In general, while federal aid has not made a distinct or separate impact on Pennsylvania library service, it has helped to keep the plan embodied in the Library Code moving. Looking to the future, federal money (either as grants-in-aid or as shared or returned taxes to the state) should be a regular and continuing part of the financial package for libraries.

In per-capita terms, local and state support of Pennsylvania public libraries a little more than doubled from 1957 to 1965, from $.93 to $1.93. Greater support at the local level accounts for two-thirds of the increase, and state funds for the other third. As one comparison with this $1.93 figure, the 1965 per-capita amount in New York State was $3.89, just about twice the Pennsylvania rate. Included in the New York figure for 1965 was 66 cents per capita in state aid (since raised to approximately 82 cents per capita), over twice the rate in Pennsylvania.

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[1] *American Library and Book Trade Annual*, 1960, p. 10 and *Library Journal*, June 15, 1966, p. 3117. The respective starting professional salaries were $4,574 and $6,468 annually, an increase of 41.4 percent.

[*] *Publishers' Weekly*, January 30, 1967, p. 49.

Table 20. *Increase in Per Capita Support of Pennsylvania Libraries*

Source	*1957*	*1965*
Local	.92	1.57
State	.01	.36
Total	.93	1.93

About half the local increase in Pennsylvania was needed to keep up with rising costs—that is, local support would have had to go to about $1.25 just to stay even in purchasing power. The real gain over eight years has therefore been 32 cents per capita in local money and 35 cents in state money. It is this modest increase that has carried the program forward, with an assist from federal aid.

While the number of libraries with only token support has decreased, Pennsylvania still has one-fifth of its libraries receiving 50 cents or less per capita, a level of support so low that it can be questioned whether the 86 communities involved really have library facilities. On the other side, while there were only six libraries in 1957 supported at $2.50 per capita or above, there are now at least sixty-two at this level.

Table 21. *Per-Capita Support of Libraries, 1965*

	1957 percentage	*1965 percentage*
Under $.50	52.0	19.7
$.50-$1.49	37.4	45.6
$1.50-$2.49	8.4	20.2
$2.50 and over	2.1	14.5

State funds for local service now go to 305 libraries, up from 230 in 1962. These libraries serve 7,480,000 people. The negative side is that 123 libraries, serving almost 2,000,000 people, do not qualify for state help because local support is below the legal minimum. Further, some 298,000 people who previously had state aid lost it in 1965-66 because their localities did not keep up with the required progressive increase from one-quarter to one-half mill of support.

As the formula works out, state funds go about equally to local aid and to district aid. From the standpoint of the individual taxpayer, for each dollar in state library aid that comes into his area, a little more than half goes to his local outlet and a little less than half to his district center. Of the total state aid, district centers have been getting about one-third. The local share tends to increase as more libraries qualify. Equalization aid under the present formula has decreased over the years, because the per capita base to qualify for such aid has remained static while market value of taxable property has increased with changing price levels. This works a hardship on depressed areas, in that their special state aid goes down precisely when prices go up.

Table 22. *Distribution of State Aid*

	1962	*1965*
Local libraries	$420,551	$1,057,101
District centers	460,139	995,468
Equalization aid	411,736	328,027
Regional resource centers	99,000	200,000
County percentage aid	157,212	183,940
	$1,548,638	$2,764,536

The 1966-67 figures will show an increase over 1965 of two-thirds (the difference between $.15 and $.25 per capita) in the local and district categories.

Because the district libraries have received more concentrated amounts of state aid, a careful look was taken at *local* support of these libraries. In per capita figures, the local money provided these libraries moved from $1.03 to $1.55—which means they did not advance as much as the non-district libraries, which moved from approximately $.90 to approximately $1.60. Looking closer at local support of district libraries, and putting Philadelphia and Pittsburgh aside for the moment, we find that between 1963 and 1965 (when state aid had become a regular source of support), local support of district libraries increased only at the rate of 2 percent per year, as compared with 6 percent for all libraries. Four libraries were actually getting less from local public funds in 1965 than in 1963 (Lancaster, New Castle, Pottsville and Scranton), and five more were getting just about the same with no increase over the two-year period (Aliquippa, Allentown, Harrisburg, Monessen, York). The question must be raised as to whether some of the cities designated as district centers, and given special funds to serve in this capacity, have used the situation as an excuse for denying increases from local funds and even for reducing appropriations. One center city (Harrisburg) has carried this to the point where it may lose eligibility for state aid. If this should develop to any extent, the whole social justification for state financial aid to district centers would be in jeopardy. The money is provided not for local residents alone but for all readers in the district, and certainly not as an excuse for city governments to make less library effort. Tax funds derived from all the people, and distributed to improve service to all of them, cannot equitably be used to balance the budgets of a small number of municipalities, many of them with higher per-capita tax bases on which to draw than prevails in other parts of the State.

The prior 1958 program would today require just about $3.00 per capita to maintain (as against a little over $2.00 actually provided). But conditions have changed in this past period of years: more books, more non-book publications, more children, more students, more high-school graduates, more college graduates, more specialized jobs in business and industry, more people with cultural interests—all adding up to more library need and more library demand. If Pennsylvania were merely to come up to the earlier 1958 standard, it would not be able to provide adequately either for its students, for its growing group of educated adults, for its under-educated, nor in general for its economic and research growth.

Continuing the conservative approach which characterized the previous report, and stressing minimum rather than fancy or unusual service, the public-library program needed today in Pennsylvania would cost approximately $48,000,000-$49,000,000. This figure is based on the standards for local libraries and for district centers proposed in this report, plus necessary strengthening at the regional and state levels. While no projection of this kind can be exact, given first the information gained from two detailed studies of Pennsylvania libraries, plus fairly accurate data on unit costs, the overall dollar figure is probably sound within five percent.

This works out to about $4.30 per capita. With current inflation continuing, the overall figure should be at least $50,000,000 by 1970, up toward $4.50 per capita. Expenditure at this level, in the relatively economic Pennsylvania plan which eliminates undue overlap and duplication among libraries, would bring local facilities in Pennsylvania up to the minimum standards specified, in more sparsely settled as well as in more populated areas, would provide within 45 minutes of most residents a district or sub-district library able to handle the major share of present-day subject needs of both students and adults, and would provide collections at the regional resource level that would have some good chance of keeping up with expanding specialized and research needs.

It must be stressed again that this is a conservative figure. Close to $50,000,000 should be available now for the Pennsylvania library program, or at the latest by 1970, not 8 or 10 years from now. In fact, the whole situation should be reviewed again not later than 1975, for every indication is that dependence on recorded sources of information and knowledge will increase in the period ahead.

$26,000,000 is provided in Pennsylvania for public libraries at present. $22,000,000-$23,000,000 more is needed. Where will it come from?

Localities (municipalities and counties) have almost doubled their library support in eight years. They can undoubtedly make even greater effort, but it would be unrealistic to expect local governments, with limited tax sources, to foot most of the bill. The fundamental problem of nearly-exhausted local tax sources applies equally to the large city and to the sparsely-settled countryside. At the same time, we are in a stage where increasingly the state and federal governments recognize their stake in education. It is from a financial partnership of state and locality that educational progress has come in the United States. As a general rule-of-thumb for the period ahead, it is proposed that municipal and county governments in Pennsylvania provide about half the cost of sound public library service to the total population, including out-of-school resources for students, with the state and federal governments providing the other half, in approximately a two to one ratio (that is, $2 state to $1 federal). The three sources together can provide adequate library and information service in the 1970's without undue strain on any one and without detracting from other needed public programs.

The plan outlined below works out to the following dollar figures for sources of support for Pennsylvania public libraries:

Local funds	$24,000,000
State funds	16,600,000
Federal funds	8,000,000
Total	$48,600,000

This means an increase over a very few years of $6,500,000 in local support and of $3,750,000 in federal aid. The largest increase will have to come from the state government, from a little less than $5,000,000 at pressent to $16,600,000 by 1970. The state has been lagging in its support of this inclusive phase of education, even with the current state-aid program at the 1958 level. It still provides less than 20 percent of the cost of public and state library service. The proposed $16,600,000 is the state's share in the lifelong continuing education of all its citizens through libraries, from the pre-school youngster opening his first picture book to the retired person starting a new hobby, and all between.

Federal aid may appropriately be used for three distinct purposes. First and foremost is construction, which is sorely needed in Pennsylvania. Unless the problem of obsolete buildings is met, modern library service will not be possible. $5,000,000 annually from federal funds should go into this program, over at least a ten-year period. A definite proportion of the federal service aid should be kept free of long-term commitments, because this must be the source for innovation and experimentation, that cannot be built into a formal plan. Free money is needed to help meet new opportunities and to extend service to a wider social range in the population—social extension as against the former geographic extension. Finally, a portion of federal funds may properly be integrated with state appropriations to maintain the state-wide plan, bolstering the State Library, for example, and providing equalization to below-chance areas.

The aid figures as proposed call for the following sums at the three levels of library service.

Local aid	**$6,200,000**
Per-capita aid at 50¢	
Equalization aid totaling $700,000	
County aid	
64 counties @ $25,000	$1,600,000
District aid	**$8,400,000**
25¢ per capita for all persons, including those in district center cities, for present service	
25¢ for circulation service	
25¢ for student service	
Regional aid	**$1,100,000**
4 centers @ $200,000	
$200,000 for new affiliates	
$100,000 for educational and social data processing	

It must be remembered that local service is financed jointly by local and state funds, so that the figure above represents the state's share at this level. The other two levels are financed exclusively from state funds, except that the whole program becomes possible only because this state money supplements the foundation already built within selected localities and institutions. And it is important to remember that the district and regional aid is not for separate libraries as such, but for a needed service for all the people, which the district and regional libraries must proceed to extend to individuals who do not contribute directly to their tax support.

Proposed state financial support of Pennsylvania library program

1. State aid of 25¢ per capita to be continued to local libraries which:
   a. provide one-half mill from local funds
   b. officially participate in district cooperative programs.
2. Additional state aid of up to 25¢ per capita for local libraries, to the extent that they provide local funds in excess of one-half mill, the state providing 50¢ for each $1.00 of local money above the one-half mill return—providing that all such libraries receiving state aid above 25¢ per capita must achieve the minimum standards specified in Chapter II above.
3. Equalization aid to be provided to depressed areas where a one-half mill rate does not produce $1.50 per capita; this base figure to go to $2.00 within five years.
4. District centers to continue to get 25¢ per capita in state aid for present programs (reference service, inter-library loans, foundation for cooperative district-wide planning), except that this sum to be given for the central city population as well as people living in the district outside the city.
5. Additional district aid of 25¢ per capita to be provided for extending district service to the next stage of a system program (circulation service, rotating collections, and field extension-consultative service).
6. Additional district aid of 25¢ per capita to be provided for extending subject service to students (reference, circulation inter-library loan), on the condition that in each district a joint plan is worked out with school and college libraries to handle frequent curriculum-related needs.
7. Each of the four regional resource centers to receive $200,000 per year, with an equal sum to be available for several smaller payments to affiliated resource libraries, as determined by the Board of Regional Resource Centers.
8. $100,000 for active exploration and preparation of the central and automated informational bank of educational, social and economic data.

The principles behind these several recommendations are as follows:

a. Localities as the first and front line of public-library service to share in increased state financial aid.
b. State financial help to localities will get full return only if the local libraries actively participate in the district-wide cooperative and coordinated service program.
c. An incentive feature to be introduced into local aid, with more state money rewarding more local financial effort.
d. Substantial increase needed for district centers, to enable them to take necessary next steps in coordinated system development, the benefits going to all people over the State.
e. The reality of heavy student demand on district centers to be recognized and provided for financially.
f. Student service from public libraries to supplement school and college libraries, in an informal but definite plan developed jointly by the schools and colleges on the one side and the district libraries on the other.
g. Statewide specialized resources must be developed more rapidly in this specialized age, and tied into central and automated bibliographical and information sources.
h. Increased state aid to be dependent on clear and explicit standards and regulations, and particularly upon step-by-step development plans of district centers, which the State Library is to enforce.

XII. SHORTAGE OF QUALIFIED PERSONNEL

Clearly no program can really get off the ground unless *enough* staff and *qualified* staff are available to do the work required. In general the shortage of professional librarians is as great today in Pennsylvania as it was in 1958, which means that progress is sorely hampered even when a suitable plan of action and adequate funds are available.

The earlier report proposed a multi-faceted approach to getting personnel for Pennsylvania libraries. Some aspects have been carried out consistently, others occasionally, and some not at all. There is no assurance that all the approaches together would have met the personnel problem; it is clear that a partial program has not done the job.

Not only does the shortage of trained librarians continue, but today—as some years ago—it is evident that available personnel is not being used to full professional capacity. Too much time is still devoted to activities that could as well be discharged by trained non-professionals. This condition not only fails to get maximum return from professional people now on the job, but it also deters recruiting of professionals for the future, because both the salary and the "image" of the librarian are adversely affected. The plan proposed below conceives of the librarian as a genuine professional, engaged in duties requiring an extensive discipline and calling for complex judgments relating to individual books and individual readers, and with a minimum starting salary of $8,000 per year.

As one means for augmenting the ranks of trained staff members, the 1958 report proposed an intermediate group of "provisional librarians", college graduates with 12 credit hours in librarianship, who would then be encouraged to go on to additional professional education at the graduate level. The undergraduate library courses were to be integrated with college subject study rather than being distinct technical or methods offerings. This is still a channel that should be opened.

However, no such college training programs have been established in the eight-year interval. The strong liberal arts college does not usually welcome the introduction of what is interpreted as a vocational minor; the position of teacher training programs in such institutions is often an uneasy one. On the other hand, the teacher-training institutions themselves and the technically-oriented colleges are often not suitable for the library minor for persons who will be working in public and college libraries, because they may not provide the subject background on which the education of the librarian should rest. An additional deterrent is that libraries themselves have not been flexible in organization so as to provide a place for the four-year graduates.

It therefore would not be realistic simply to repeat the recommendation for introductory library education within the undergraduate years. Experimentation along this line is encouraged, but does not appear on purely pragmatic grounds to be immediately promising as a means for solving the library manpower problem. In time suitable undergraduate professional programs may be developed, and efforts along this line should continue with selected liberal-arts colleges.

Rather, it is now proposed that emphasis be shifted to library *assistants* or library *aides,* who would be graduates of two-year community colleges either with library courses within the two-year college program or more often in-service training gained on-the-job after appointment. In this plan the professional becomes a teacher on-the-job, for one or more assistants assigned to him. The possibility of self-study, using programmed and related materials, with certification by examination, should also be considered for two-year college graduates who do not take the library training in formal courses nor have direct association with a professional librarian for in-service education.

A slogan is proposed: A TRAINED LIBRARY ASSISTANT WORKING WITH EVERY PROFESSIONAL LIBRARIAN. Every librarian should have an attached aide. If this were not literally true, in that some positions cannot be organized into a librarian-aide team, on the whole there would be as many two-year assistants as four-year or five-year professionals, with some librarians having more than one aide—for example, the cataloger in a larger agency with several trained assistants, or the extension librarian in multi-county intermediate units directing the work of several assistants operating small libraries. The team concept would apply: assistants would not operate so much as another separate and intermediate level of library staff but more as supervised associates of librarians, virtual extensions of the professional. With work properly organized, the librarian-aide team could turn out as much service as two professional persons at present, and at no more cost even with the salary of graduate professional librarians at $8,000-$10,000.

The proposed assistants would not be advanced clerks nor what have sometimes been termed library "technicians," and would not engage primarily in typing, filing and circulation duties. The way to get clerks capable of more exact and complex routine operations is to hire promising junior individuals out of high school or business college and then through experience have them grow up to the more demanding duties, thus creating a clerical career sequence. The library assistants would in contrast be extensions of the professionals, working in a team relation, and paid on a scale between clericals and professionals, in the $5,000-$7,000 range. Under direction and after appropriate training they would, for example, verify orders, prepare catalog and bibliographical entries, handle basic reference questions, assist in group activities with children, maintain magazine and pamphlet collections, operate small units within a library system—all with a definite sense of where the professional must be called in. The road to professional standing would be open to the assistants, but the assistant position should have an appeal in its own right. Those who elect to remain there should have satisfactions from the work done and the compensation received.

It is instructive to see how the staffing pattern works out, say in a library serving 35,000 people, under the present and the proposed plans.

Present	1 Director	$10,000
	5 Professionals	6,500- 8,000
	7 Clerks	4,000- 5,000
Proposed	1 Director	$12,000
	3 Professionals	8,000-10,000
	3 Assistants	5,000- 7,000
	6 Clerks	4,000- 5,000

In the second pattern, there are four graduate librarians rather than six, and each is paid some $2,000 more per year than at present. Yet with three trained assistants, giving a total of seven professional and semi-professional staff members, at least as much service can be given as in the present plan.

Applying the concept to the State as a whole, we find that staff needs can be met, including professional staff, with very little increase in the number of library-school graduates, even when the standard for ratio of staff to population served is tightened from 3,500 to 2,500.

Table 23. *Staff for Pennsylvania Library Program*

	Staff Proposed—1958 1 to 3.500 Served	*Staff Needed—1967 1 to 2,500 Served*
Clerical and Technical	1,825	2,300
Trained Library Assistants (2 years college)	225	1,100
Professional Librarians	1,050	1,100
	3,100	4,500

The required number of professionals increases by some 5 percent over the 1958 proposals. The number of clericals goes up by 25 percent. The great increase is in the middle group, to come from community, junior and other colleges after two years of higher education. These latter positions must pay $5,000 to $7,000 at present salary levels, while the professional positions would pay $8,000-$10,000, with higher figures for specialized and administrative responsibilities. The $8,000 figure for graduate professionals, by the way, is not out-of-line with prevailing teachers' salaries, when first the Master's degree held by graduate librarians and then extension to a twelve-month base are added to the $6,000 beginning figure which is appearing for teachers. Under the plan proposed here, one-quarter of the total staff complement for public libraries in the State would be professionals, one-quarter trained assistants, and the remainder clerical and technical personnel.

The staff projection calls for 1,100 professional librarians. In 1958 it was estimated that there were 377 fully-trained librarians in public libraries in the State. Data furnished on the present annual report form proved to be most uneven and incomplete on the question of professional staff, so that a precise current figure cannot be given. In round numbers there appeared to be in 1965 some 550 librarians in Pennsylvania public libraries with a full year of professional education. If this estimate is correct, the number should about double even under the special plan for use of professionals proposed here. Thus the need remains for experimenting with basic library education within the undergraduate years.

To get new professionals, one measure proposed in 1958 was a trainee program. This was instituted in 1961-62, and constitutes one of the more ambitious and continuous library recruiting ventures in the United States. Financing is from federal funds. Trainees are paid up to $4,121 to attend graduate library school, and they must give two years of service in a Pennsylvania public library.

In the four academic years, 1961-62 through 1964-65, 44 trainees were selected. Thirty-eight completed library school. Thirty-two then completed their two-year obligation for public-library service, but six elected to work in other types of libraries even though they thereby had to repay the trainee grant. Of those completing their educational and employment commitments, just about half are still in public libraries in Pennsylvania, several more have shifted to school or college libraries in the State, one-quarter are in library work in other states, and two are engaged in further graduate study. Of the 38 who got through library school, 36 are in professional positions or graduate programs. Evaluations by employers of the performance of the trainees show consistently high ratings.

Close to $150,000 has been spent on the trainee program. Put one way, this expenditure has resulted in only 20 professionals now in Pennsylvania libraries. Put another way, the expenditure has bought 38 librarians, in and out of Pennsylvania, in and out of public libraries, at $4,000 a head. Either way, the program seems worth continuing.

In-service training efforts of various types have marked the work of the State Library and of a few districts in the last several years. The state program now being organized for 1967 is typical: in various locations, in series of five or more sessions, there will be workshops on basic library procedures, book selection, reference, and children's books. The emphasis has been more on the intermediate or library assistant level, not on basic clerical operations nor on professional functions. At the same time the 1967 schedule, for example, includes seminars in science literature and extension work for professional librarians. Instructional activity has also been carried out with trustees, leading toward a more intensive program with trustee leaders in the near future. Methods of instruction are fairly standard, depending on lecture, discussion, reading and occasional exercises, with very little development of self-study materials, programmed sources, or visual aids. While no evaluation was conducted of the results of this varied activity, it is clear that there has been no lack of in-service training effort.

A three-step certification plan for library personnel was earlier proposed and enacted into law. However, the legislation has not been implemented. No personnel program will have real effect unless it rests on an active certification base. There is proposed below a relatively simple two-step certification plan, incorporating the concept of two distinct but related groups trained for library service, library assistants educated on-the-job under professionals and librarians educated either in graduate library schools or in programs still to be worked out experimentally at the undergraduate level. Typically, the base salary of four-year and of five-year graduates would have a differential of $1,000 per year, $8,000 at present for holders of the master's degree, $7,000 for holders of the bachelor's degree.

Proposed lines of action

1. State Library and Pennsylvania Library Association to establish a Personnel Commission to study use of library manpower in the state, backed up by state and/or federal funds for experimentation with new staffing patterns in cooperating libraries, and drawing on outside personnel experts.
2. Every professional to have one or more library assistants or aides attached to him, working along in a team relationship to extend the range and number of readers served by the professional.
3. Role and status of the librarian to be conceived at a distinctly higher level; Pennsylvania to break out of the stereotype of the compensation of librarians by endorsing a minimum professional salary of $8,000 per year for graduate professionals.
4. Experimentation with several cooperating liberal arts colleges in developing an undergraduate library minor, integrated with basic college subject study and stressing judgment and use of literature and reference resources rather than specific technical operations, and leading to a professional certificate on college graduation plus passing of an examination in basic professional principles.
5. Establishment and enforcement of a two-step certification plan for library personnel:
   a. *library assistants*, to serve as aides in professional teams, custodians of libraries serving less than 10,000 population, and branch and bookmobile attendants in county and intermediate units.

      requirement of 2 years of college plus either:

      (1) one year of satisfactory service in a professional team

      or

      (2) completion of 12 hours of basic library course work, either in college or in in-service courses

   b. *professional librarians* to provide service requiring extensive educational discipline and judgments involving books and readers, and to direct teams which include one or more library assistants.

      requirement of college graduation plus either:

      (1) a year of graduate professional study leading to the Master's Degree

      or

      (2) an approved undergraduate library minor and satisfactory performance on a qualifying examination on basic library principles.
6. Continuation of the professional trainee program, at rate of 25 recruits per year.
7. Commissioning of an evaluation study of the in-service training program, to see just what effect the training effort has on service and performance in smaller libraries, and looking toward even greater return from this essential activity.

The library profession has long lamented the shortage of professional personnel. Pennsylvania conforms to the national picture, with many vacant positions, others filled by unqualified people, and what professionals there are not used to the fullest extent. The time has come to break out of this situation. This can be accomplished not by any one step but by a combination of several related steps: matching levels of staff to levels of work, certifying personnel at the defined levels, placing the professional in a truly demanding situation, utilizing the professional in a team situation with aides or assistants, experimenting with new professional programs at the undergraduate level under controlled conditions, taking a fresh look at salaries—and by these combined efforts changing the public conception of what a librarian is.

XIII. FIRST STEPS

Progress has occurred under the Pennsylvania library plan, as recorded in this report. More people have public libraries than before, and many have better libraries. If the world had only stood still in the interval, the whole program might now be approaching minimum adequacy.

But knowledge and information are not static. Education is spreading, with more individuals at wider age levels enrolled, and at the same time it is more intensive, more demanding and competitive, for those who are involved. For some people education is becoming a lifelong endeavor, first to get the three R's, then to acquire basic factual and conceptual background, then to prepare for a vocation and later to re-prepare as new employment and advancement prospects open, still later as a source for a satisfying avocational life, and finally as a means for enjoyment in retirement. People young and old are reaching out for a cultural dimension in their experience. More and more one measure of a community and of a state is the extent to which these opportunities are provided.

All this does not mean the school and the classroom alone. Books and related resources from libraries support formal instruction, but even more they extend learning to the reaches of individual interest and capacity. Whether the youngster learning for the first time the excitement of scientific discovery or the businessman exploring new market prospects, whether the teen-ager searching out the calling best suited to him or the civic leader reviewing the background of a community problem—the setting is less likely to be a group in a classroom and more likely to be an individual learning from library resources uniquely suited to him.

The Pennsylvania library movement today does have a priceless ingredient: hope and commitment and a sense of a better future. Where a decade ago there was indifference and apathy, now there is concern and belief, a feeling that library service should be improved and that it can be improved. This applies to librarians and trustees, and to an extent to local government officials and state legislators. There is good will for libraries, and this can turn lethargy into energy.

But further library development will not happen automatically. Indeed, there is some indication that the program is already slowing down. Unless new goals are set and new plans adopted, and unless fresh effort comes forth, Pennsylvania libraries will again slip back.

It is for this reason that a new campaign for the cause of libraries is proposed as a first step in strategy. The last half of 1967 and all of 1968 provide time for the purpose. People have heard more about libraries in Pennsylvania in recent years. They have seen some evidence of what good service means and of what it can do for them. The whole situation is not on dead center, as it was in 1958.

This report earlier suggested a structure or organization for a new campaign of public information on library service in Pennsylvania. Central responsibility is needed, and efforts must be coordinated, but the essential ingredients are *dedication* by all associated with libraries and *communication* to all who should know about them. The State Library and the State Advisory Council on Library Development—librarians in large places and small—trustees—library users—community and civic leaders—school officials—local government officers—state organizations—state legislators—the Governor himself: all have a stake in making recorded knowledge available to the people, all should be informed of library progress and problems, and all should actively support the Pennsylvania library plan. Not just this long and formal report, but shorter and more direct pieces of communication are needed, setting forth next steps as seen from the standpoint of each group.

Don't forget the library users in this campaign, the 3,000,000 individuals who will come into public libraries in Pennsylvania in the next six months and the almost equal number who will use school and college libraries. One test of an effective campaign is whether practically every member of this ready-made and accessible library public is informed about library needs. The tone to be adopted with this group is not that there is some fine but remote program which they ought to support, but rather the down-to-earth, direct message that good library service is something that affects them personally. Rather than vague and general proposals, the literature for library users should remind them of what they already receive and point out next prospects: "You have the use of books in a district library center in your area—you should also be able to circulate these books for use at home"; "Your local library already can request books for you from a collection at a distance—it should also have travelling collections on popular topics available for periods in your own community."

Along with widespread public information will go review of the proposals in this report by librarians and library officials, and by state officers. This review should be far more than perfunctory. A survey of this kind should not be viewed as a package to be accepted en toto or rejected en masse. The greatest contribution of a surveyor may be more in stimulating the planning process than in his particular proposals as such. It is not serious if one or several or even many of the recommendations are challenged, so long as other alternatives are brought forth, and so long as disagreement is not used as grounds for doing nothing. There are issues involved in these proposals —as to extent of mandation of library service, for example, and the proper regulatory functions of the State Library, and in general in the concept or level of library service which Pennsylvania wants and will pay for—and they can only be hammered out by an exchange first among the more directly involved parties and then between these parties and people-at-large and their representatives. A really workable plan, and a program to which people can devote themselves wholeheartedly, comes only from those on the scene and from those who must carry responsibility. Review, consideration of alternatives, working out of modifications—these are natural and healthy and should occur if this project is not to become an academic exercise.

The report goes to the State Librarian and the State Advisory Council on Library Development. They have the initial responsibility for review, and the form of their reaction and presentation of the document will do much to determine whether it becomes an instrument for active planning over the state or an historical record in the archives. Officials of the Department of Public Instruction have expressed an interest in the outcome of the study and should be brought into review and planning discussions. The Pennsylvania Library Association has an active Library Development Committee standing ready to enter the dialogue, and can well lead and coalesce professional thinking on the future of Pennsylvania libraries. Here again the trustees can play a strategic role, for they are at once involved and informed and yet outside the predelictions and natural interest in expansion of the profession. The trustee can speak for and to the public interest, and he will be heard.

Also in this period of preparation for fresh legislation and a new surge forward should come further study of the legal basis of library service in Pennsylvania. Several features of the program proposed here call for rather basic modification in the Library Code, which would in any case be studied in preparation for new legislation. In addition there are continuing aspects of library law that need scrutiny, such as the following:

1. The relation of library service as conceived in Pennsylvania to the formal educational program and the commitment of the State to schools and colleges; libraries should be explicitly identified in law as part of the educational system.
2. The relation of state law and state agencies to the several kinds of libraries; all types of libraries rendering public service and using public monies should be encompassed in the Library Code.
3. As one application of the preceding point, the legal steps by which privately-controlled libraries rendering public service and receiving public monies can be made public agencies under proper governmental control should be clarified and the necessary steps for the transition made easy and simple, while safeguarding any special trusts held by private library organizations.
4. Legal basis for county libraries, which have played an important part in the past and will do so again in the future, should be made more explicit; at present several separate provisions of the Code must be pieced together to get a complete and consistent legal foundation for these county units.
5. The regulatory function of the State Library in law is ambiguous, with at one point specification of responsibility to "inspect" (Library Code, Article II, Section 201, Paragraph 7) and at another to "coordinate" (Paragraph 5), but without clear indication either of the meaning or of the limits of these authorizations; at the least the State Library should have a legal basis for withholding state monies from libraries that do not participate in the Pennsylvania library program as established in law.
6. Present legislation has possibly unfortunate terminology in its specification of how a library participates in a district library program, in that it calls for a "contract" between the local library and the district center (Library Code, Article II, Section 211); while participation should be real and pronounced by formal action of the local library trustees, contract is a legal term that implies a detailed laying down of obligations that shall be binding and implies formal action by central local government authorities, which is not the intent of the plan.

By and large the Library Code is a clear and workable statement of the existing program, and it can be adjusted to incorporate the additions and modifications proposed in this report without constructing an entirely new code.

These then are the immediate steps cut out for the next year: a public information campaign, intensified library planning using this report as a starting point, and concurrent review of library legislation. Starting early and continuing permanently should also be periodic evaluation of progress and problems by the State Library, for the total program as well as for its own endeavors. Any statewide plan must be reviewed consistently and critically, using objective evidence and field research to determine what has been done well or partially or not at all.

Also in this next year and later, the essential motive power must come from a rededication to excellence. If Pennsylvania means it when it says it wants an educated people, and a sound economy, and full lives for individuals, then it must further improve its libraries, because at present they are simply not good enough.